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LOCAL GOVERNMENT REFORM EAST  
OF METROPOLITAN TORONTO.

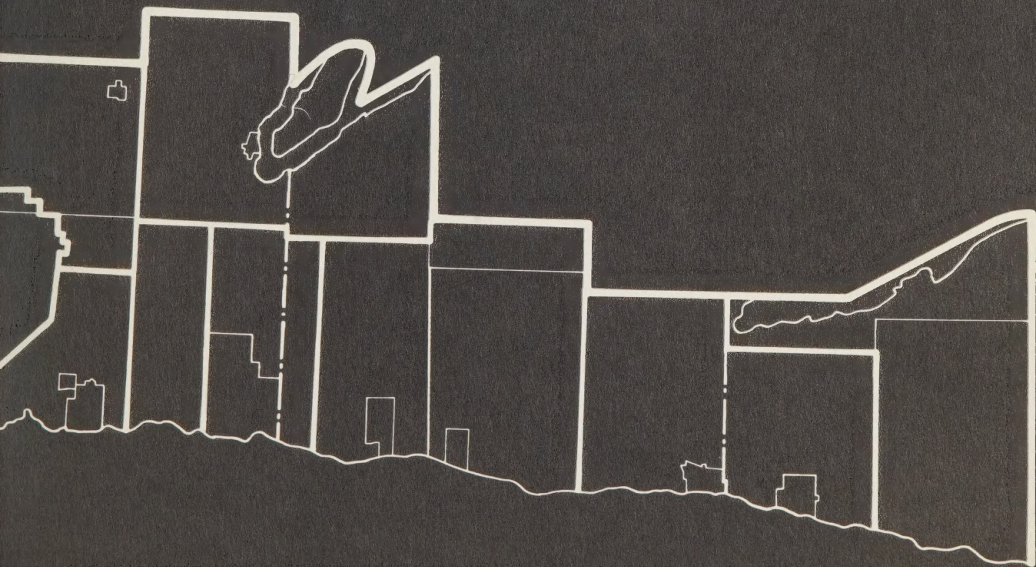
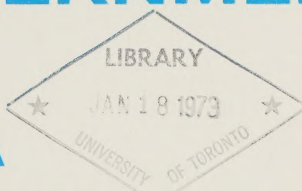




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Publications

# PROPOSAL FOR LOCAL GOVERNMENT REFORM IN AN AREA EAST OF METRO



*Ontario [General publications] 6-6*

MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS.

DECEMBER, 1972.




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PROPOSAL FOR LOCAL GOVERNMENT REFORM  
IN AN AREA EAST OF METROPOLITAN TORONTO

December, 1972

Ministry of Treasury, Economics and Intergovernmental Affairs



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ERRATUM

Page 52

(The first three columns in the York Region row should read as follows)

Present Population 1971	Proposed Increase	Total Proposed Population
161,372	9,729	171,101





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MUNICIPAL REFORM IN AN AREA  
IMMEDIATELY EAST OF METRO TORONTO

INTRODUCTION

The Government of Ontario recognized the need for municipal reform in the area in and around Oshawa in 1969, when it agreed to finance, in its entirety, the local government review component of the Oshawa Area Planning and Development Study (OAPADS). In the three years since then a great number of issues have been discussed and almost as many "solutions" have been found and discarded by the OAPADS executive committee.

The senior levels of government have also been active in the area in the intervening years. In May of 1970 and August of 1971, the Government of Ontario released the "Design for Development", "The Toronto-Centred Region" and, "A Status Report on the Toronto-Centred Region" respectively. The implications of the development concept contained in these reports for the area east of Metro are substantial. Among the more important implications is the plan to focus growth in specific locations in the east and in the process, attempt to reduce the growth pressures to the west of Metro. It is likely that this in turn will put greater stress on the existing municipal structures in the

east. The influx of several hundred thousand people, many new industries, and new towns will require a large measure of government planning and intergovernmental co-operation. It is highly unlikely that the present fragmented municipal structure will be able to cope with the major planning and developmental problems that are already cropping up.

The other major activity of the senior levels of government in the area east of Metro is the designation of a new international airport and a new town in north-western Pickering. This development will spark construction of superhighways, high speed rail transit lines, a new city of 150-250,000 people and a strong airport-oriented industrial base in the area. Oshawa, Whitby and Ajax will all experience stimulation as a result of these developments, as will south-western Pickering and eastern Metropolitan Toronto. The airport and the new town will place an added financial and administrative strain on the municipal structure. The lack of a system to allow sharing of financial resources over a broad base, and in conjunction with this, the lack of ability to provide coherently planned development at the local level are serious deficiencies in the present municipal system. Coupled with the large number of existing local governments which must be co-ordinated to achieve rational policy, the problems inherent in attempting to involve local

governments effectively in the development of the area to the east of Metro are great.

These proposed massive developments make the reform of local government structure, in the area to the east, essential if municipal government is to play a positive role in the shaping of the area.



## HISTORY

The area immediately east of Metropolitan Toronto has been the subject of one of the most intensive developmental and governmental studies in Ontario. The Oshawa Area Planning and Development Study (OAPADS) began on September 15, 1969. The objective of the study was the preparation of a plan for land-use, economic development, transportation facilities, public services, fiscal stability and local government structure. The Province and the municipalities financed OAPADS jointly, and both had members on the many committees of the study.

Between January 1970 and February 1971 four discussion papers and a regional government report were produced by OAPADS. However, the involved municipalities were not able to agree on any aspects of a regional proposal, and on May 12th, 1971 the Executive Committee voted to terminate the study. In doing so the local governments, through OAPADS, failed to take the initiative in formulating a regional government structure and left the full burden with the Province.

Mr. Don Paterson, the author of the Regional Government Report, recommended a two-tier region consisting of the County of Ontario plus the two most westerly townships of Durham. When the Minister of Municipal Affairs became

actively involved in the issue, with the study termination, he asked each of the municipalities included in the OAPAD study area to comment on the regional government report and on the future of local government generally.

By December 1, 1971 the Minister had received twenty-two briefs on the Paterson report, many putting forward conflicting proposals.

The Municipal Reform Program in general, and the OAPAD study in particular, prompted another part of the Toronto-Centred Region east of Metro, into studying its local government structure. The United Counties of Northumberland and Durham commissioned P.L. Beeckmans of Municipal Planning Consultants to prepare a study which would lead to reform of the system of local government in the area. In May 1970, that study report was submitted to, and accepted by, the United Counties. It recommended the consolidation of Northumberland-Durham's 24 municipalities to 8. There were no external boundary changes suggested and the division of functions recommended would have created a region with few area-wide responsibilities.

Thus, a good deal of background data is available, particularly from OAPADS and also from the United Counties' study. Both of these studies terminated before the decision was made to locate a new international airport in Pickering Township. As a result, some of their conclusions and recommendations are no longer appropriate.

PATERSON'S RECOMMENDATIONS

The following map illustrates the area recommended by Paterson for regional government. Basically, he recommended a strengthened Ontario County with some local consolidation and the addition of two townships from Durham County.

External Boundaries:

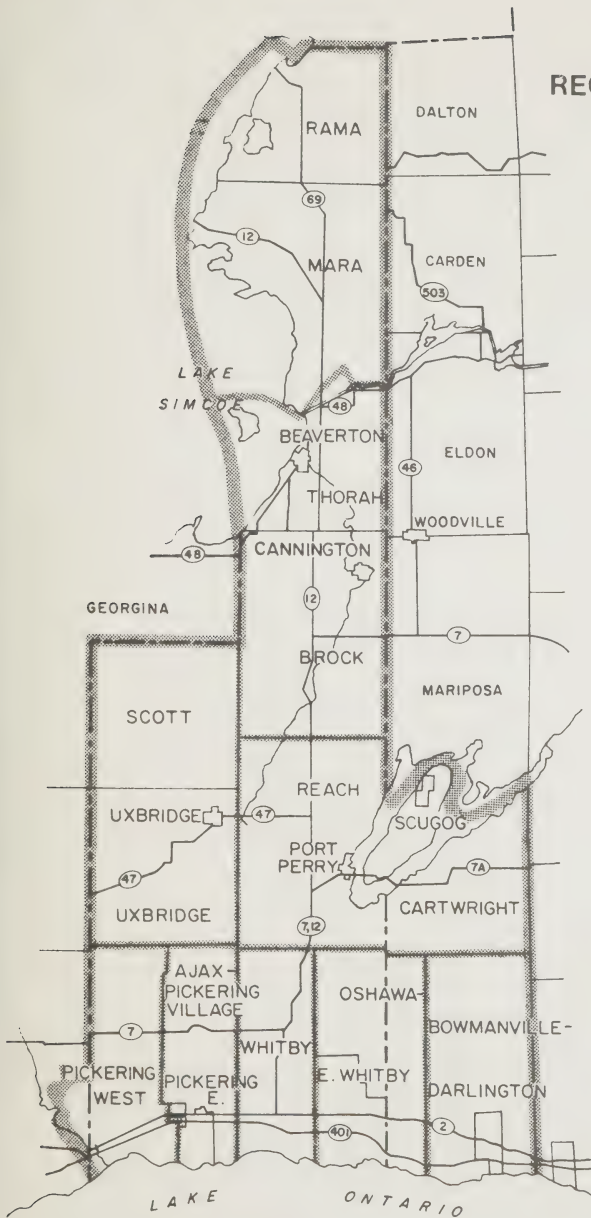
On the North: The northern boundary of Ontario County at the extreme north end of Lake Simcoe.

On the South: Lake Ontario.

On the East: The eastern boundary was the eastern boundary of Ontario County from the north end to Lake Scugog. From there it goes east across the north of Cartwright Township and then south along the Cartwright-Manvers boundary and the Darlington-Clark boundary.

On the West: The east branch of the Rouge River north to its intersection with proposed Highway 407, then east to the York-Ontario boundary and north along that boundary.

# RECOMMENDED BOUNDARIES



REGION

AREA MUNICIPALITY







Lower Tier and Representation:

Mr. Paterson recommended the creation of nine lower-tier municipalities. The following table outlines how the population, assessment and representation would be apportioned.

MUNICIPALITY	POPULATION		REPRESENTATIVES		ASSESSMENT	
	NUMBER	PERCENT	NUMBER	PERCENT	\$,000	PERCENT
Oshawa-Whitby E. and Darlington W.	92,000	43	7	39	828,000	44.7
Pickering West	23,000	11	2	11	200,000	10.8
Pickering East-Ajax and Pickering Village	17,000	8	2	11	197,000	10.6
Whitby	25,000	12	2	11	204,701	11.1
Darlington E. and Bowmanville	15,000	7	1	5.5	109,208	5.9
Uxbridge, Scott and Town of Uxbridge	9,000	4	1	5.5	96,191	5.2
Reach, Port Perry, Scugog and Cartwright	14,000	6	1	5.5	88,953	4.8
Brock, Cannington, Thorah, Beaverton	9,000	4	1	5.5	70,329	3.8
Rama and Mara	12,000	5	1	5.5	56,846	3.1
	216,000	100%	18	100%	1,851,228	100%

DIVISION OF FUNCTIONS

The division of functions as recommended by Paterson generally corresponds to the allocation of responsibilities in other regions. The following list is Paterson's suggestion for the division of the major responsibilities between the two tiers.

Business Licences	Regional
Tax Collection	Local
Local Tax Levy	Local
Regional Tax Levy	Regional
Apportionment of Regional Tax Levy	By Region on the basis of proportion of equalized taxable assessment and tax equivalent assessment in each area municipality.
Reserve Fund	No comment.
Sinking Fund	Mandatory establishment of Sinking Fund Committee when Sinking Fund debentures issued.
Borrowing	Regional
Grants to Persons and Institutions	Regional and Local
Planning	Region is a joint planning area. Area municipalities are subsidiary planning areas. Regional Council is the planning board for the region and the area councils are planning boards for the area municipalities. No separate planning boards but committees

	of council may be established for planning purposes. Region must adopt an O.P. by Dec. 31, 1975. Plans of area municipalities must conform with regional plan. Zoning is a local function but lot severances regional.
Conservation	Regional.
Promotion of Regional Area	No limits or restraints.
Health	Region responsible for the various Acts dealing with public health, health institutions and burial.
Welfare	All welfare functions - regional.
Parks	Local and Regional.
Police	Regional in south, Provincial in north.
Fire	Local; but with regional provision of common services such as purchasing, personnel, training and equipment, on a charge back basis and with a Regional Fire Services Co-ordinator.
Sewage	Treatment to be a regional function. Trunk construction and maintenance also to be regional. Construction and maintenance of local sewers to be local with regional approval. Inspection and standards for all sewers to be regional. Separation of storm and sanitary; although region may pay up to 25% of the costs.

Water	Supply, purification, construction and maintenance of trunks - regional. Inspection of all watermains and Public Utilities Commission for water prohibited.
Solid Waste	Disposal - regional, Collection - local.
Roads and Traffic	Arterial roads - regional, and local roads - local. Region has veto power over area traffic by-laws, has traffic light control, and may approve any sidewalk to be built along a regional road. Area council to pass traffic by-laws for area roads, build and maintain sidewalks, and share parking controls with region. Public transit to be a regional function.
Buildings	Local buildings to be local, regional buildings to be regional.

Further comments will be made on the subject of divisions of functions as suggested in this proposal.



DISCUSSION OF PATERSON'S RECOMMENDATIONS

The North: All of Paterson's research and all public statements by township councillors and politicians from Oshawa, Ajax and Bowmanville make it very apparent that the Townships of Rama, Mara and Thorah, Brock and Scott including the Villages of Beaverton and Cannington are not a logical part of an Oshawa region. By almost any measure of community, the orientation of these seven communities is toward Orillia, Lindsay, or Toronto. They all have an economy based on agriculture and Lake Simcoe oriented tourism. Residents of all of them tend to travel to Orillia, Lindsay and Toronto more than to Oshawa. (Origin-destination studies show Orillia as the most frequent destination of traffic from the Townships of Rama and Mara.) Additionally, the Toronto-Centred Region (T.C.R.) plan specifies an easterly growth in the south of the county and a more limited northerly growth. This trend will accentuate the distinction between the rural north and the urban south.

It should be noted that local opinion on Paterson's report reflects this apparent lack of community. Without exception, the seven northern municipalities mentioned above expressed a desire to be included in a rural region rather than with the urban south. Oshawa, Bowmanville and

Darlington have asked officially that the north be excluded and other southern municipalities may share that wish.

The major problem with excluding the northern seven municipalities from an East of Metro Region is that there are no immediate prospects for municipal reform in Simcoe or Victoria. However, on the basis of common perspectives and a sense of community shared by Rama and Mara with Orillia, it is likely that their inclusion with Simcoe County would not result in a loss of community identity.

In the future, the area of Ontario County north of Uxbridge will be less and less oriented to the urban south. Almost without exception the municipalities in this area have expressed their strong opposition to inclusion in an Oshawa region. If the north end of Ontario County is not to be forced into the East of Metro region, it is incumbent upon the government to ensure that those municipalities are not left in a state of suspended animation. The remaining area is neither large enough for planning considerations nor does it possess sufficient financial resources to support a two-tier structure of local government on its own.

It is therefore suggested that the wish of the present municipal councils in the north part of Ontario County, to remain in a rural county or region, be honoured.

This can be done while at the same time reflecting emerging communities of interest.

IN VIEW OF HISTORICAL AND EMERGING PATTERNS OF COMMUNITIES OF INTEREST, AND GIVEN THE TORONTO-CENTRED REGION PLAN, THE MUNICIPALITIES OF RAMA, MARA, THORAH, BROCK, SCOTT, BEAVERTON AND CANNINGTON SHOULD NOT BE INCLUDED IN AN EAST OF METRO REGION.

The West: One of the most contentious issues in recent months has been the boundary between Metro Toronto and the proposed region. Paterson's recommendation of the Rouge River has many attractions. The people in the West Rouge, now part of Pickering, who have little in common with the remainder of Pickering, would become part of Metro. With a few minor adjustments, the boundary could include all of the new North Pickering Community in the new region and not leave it straddling the boundary of three municipalities. The proposed Parkway belt in the north would act as a natural division between the new town and Metro. The major problem with Paterson's suggested boundary is that it would divide Metro's new zoo down the middle, putting half of it in Metro and half in the new region. This problem could be overcome by moving the boundary to the east lip of the Rouge Valley.

WITH SOME ALTERATIONS PATERSON'S WESTERN BOUNDARY  
COULD BE SUITABLE.

The East: Paterson's eastern boundary was the eastern boundary of Cartwright and Darlington Townships. If a region were created on a north-south axis this might be an appropriate boundary. However, with the rejection of a region stretching from north of Lake Simcoe to Lake Ontario the boundary must be reconsidered.

If the eastern boundary remains as proposed and most or all of the municipalities north of the ridges are excluded, the City of Oshawa would, under any system approximating representation by population, dominate the regional council. Even with all of Pickering included in the region, Oshawa would have close to 50% of the population.

Apart from the questions of representation and a balance of interests, a further case can be made for extending the boundary east of the Darlington-Clark line suggested by Paterson.

Over the next few years, under the T.C.R. concept, the emphasis on growth will be shifted to the area east of Metro. By the year 2,000 Port Hope and Cobourg are to become

a major growth centre. As that happens it is inevitable that the gravitation of the population of that area towards Toronto will increase. Furthermore, the area between Oshawa and Port Hope will come under increasing development pressure, and unless there are strong and stable municipalities in the area, it will be extremely difficult to prevent random development and to pursue orderly development in its place. The decision to build a major airport east of Metro will serve to increase development pressure significantly.

A further point in favour of the extension of the region to the east is the historical perspectives of the people in the United Counties. The United Counties is one of the few units of County government which, because of its east-west axis, is reflective of emerging communities of interest. The councils of Darlington and Bowmanville asked the former Minister to extend the regional boundary to the east because of this natural community. There are indications that these sentiments are shared by other municipalities in the area.

As a final point to support the inclusion of Port Hope and Cobourg and areas to the east in an Oshawa region, one need only refer again to the T.C.R. plan. By the year 2,000 it will probably be necessary to consider some form of regional system around Port Hope and Cobourg. If the area is not to be included with Oshawa now, it will ultimately have to be formed into a region dominated by one urban centre or



included with Belleville of Peterborough. According to the criteria set forth in Design for Development: Phase II, domination by one urban centre must, if possible, be avoided. Given the preceding arguments we are proposing that a substantial part of the United Counties be included in the region east of Metropolitan Toronto.

The point made earlier bears repeating: the area needs strong, cohesive local government now if intended growth is to be soundly and effectively planned.

IN VIEW OF HISTORICAL AND EMERGING PATTERNS OF COMMUNITIES OF INTEREST AND GIVEN THE TORONTO-CENTRED REGION PLAN AND THE NEW AIRPORT, THE EASTERN BOUNDARY RECOMMENDED BY PATERSON SHOULD BE REJECTD.

REPRESENTATION

Paterson adhered very closely to the theory of representation by population and at the same time created a system in which the support of more than one municipality was necessary to ensure a clear majority on the regional council. Certainly this is in line with government policy and it would be desirable to preserve this balance in a region east of Metro Toronto.

### Deficiencies in the Present Local Government Structure

The preceding comments provide a brief history of the efforts made in this area towards restructuring local government. People quite properly ask why - why are major changes required in our system of local government?

With a few exceptions the local government units in Ontario are the same as those existing a century and a quarter ago. In the area east of Metro the population has climbed from less than 60,000 to well over 200,000. The functions performed by municipalities have increased by a similar order of magnitude. In the mid-nineteenth century, municipal councils were clearing houses for local controversies dealing with roads, schools and a few other hard services. Social security was unknown; pollution control was unheard of; water supply was a matter of individual concern; no one was yet catering to the "horseless carriage". In fact, the main criterion for local government boundaries was how far a man had to ride to the county seat.

In the late twentieth century the complexity of problems and the importance of solving them is almost limitless. The decisions local governments make daily on zoning by-laws, planning changes, capital borrowing, road building and maintenance, policing, fire protection, levels of water

and sewage service, education spending, store hours, business licences, taxation, grants, subdivisions, public housing, industrial development, public health services, hospital support senior citizen homes, welfare, day nurseries, parks, libraries, community centres, museums, safety by-laws, garbage collection and disposal, hydro and a host of other matters have a tremendous effect on how we all live. Not only do we each pay several hundred dollars a year towards the running of a municipality (through property tax and income tax via provincial grants) but we are all deeply affected by the decisions that are or are not made by local politicians.

There is a tendency for people to react to proposed changes in the local government system by saying that the system has worked for a hundred years so why change it. With few exceptions, people have a nostalgic, emotional tie to their municipality and are often reluctant to change it. It is probably wise to examine this argument and determine if the present system is good enough.

The activities of local government can be divided into a number of categories. The following is a series of comments on the shortcomings of the present system in each of the categories. Throughout this discussion it is clear that the shortcomings are not somebody's "Fault" but simply the result of a fragmented system of local government.

### Planning and Servicing

In an area that is growing as fast as Southern Ontario and where green space and good farm land is becoming scarce, good planning is essential. Villages are becoming towns and towns, cities, and unless great care is taken, continuous urban sprawl would result as they grow together. Is the present system designed to ensure that growth occurs only in selected and appropriate places? It is clear from long experience that it is not.

All municipalities depend on assessment for revenue. Therefore, it becomes important for each to attract what industrial and commercial enterprises it can. Thus, almost every town, village, township and city has set aside an area for industrial development and has plans for almost exponential growth. While in many cases municipal councillors are aware of the danger and are willing to forgo development, the municipality cannot normally afford to do so.

If, on the other hand, all the municipalities in an area shared their assessment so there could be one industrial park in an appropriate place, and strategically placed commercial facilities, the competition for assessment would not be as important a factor.

The multiplicity of local governments cause other planning problems as well. Foremost among these is the problem of incompatible plans. One municipality may well decide to build a road in a particular place or zone for residential development, while just across the boundary another municipality builds a road which comes out 50 yards from the one its neighbour just built, or plans for an industrial development abutting its neighbouring municipality's residential area. These problems are particularly acute in an area with continuous urban development (i.e. Pickering Village, Ajax, Whitby, Oshawa, Bowmanville.)

It can be concluded that the present municipal system is far from ideal for planning purposes. Any changes must incorporate a capacity for co-operative and non-conflicting planning. It is important that those trying to implement broad planning strategies have control of those services, such as water, sewers and major roads, which may be used to encourage or discourage development. If the provision of hard services was largely a responsibility of an area-wide government, careful selection could be made of areas to be developed and the costs and the effects of urban development could be spread over the urban base. When combined with sound and orderly planning of urban development, the area-wide provision of hard services would lead to economies in the

use of the area's financial and land resources. The rural areas also benefit from those services provided, and paid for, on a region-wide basis without being compelled to have industry and commerce within their immediate local boundaries.

### Social Services

In this field local government has also been inadequate. Because glaring inequities existed (some municipalities provided good social services, and some none at all) and because economies of scale were not being realized, there has been an erosion of municipal power in these fields.

In essence the health units, hydro commissions, boards of education, hospital boards and regional library boards and all the other bodies embracing more than one municipality are forms of local government. They bear testimony to the weakness of the municipal system. By developing a system that can cope with these issues on a broad scale, local government can be strengthened.

### Administration and Protection

The scope of activities performed by many municipalities is often not broad enough to require permanent and skilled staff. Moreover, many small municipalities, which daily face increasingly complex problems, do not have the financial capacity to employ the skilled staff required to deal effectively with them.



Similarly, fire and police protection can not be effectively provided by some of the small municipalities. In the case of fire protection, mutual aid agreements must be signed with a neighbouring municipality and in the case of police, the Province often must provide the basic service. Thus most Ontario residents pay twice for policing - once through the property tax for their urban homes, and again through their income tax for the policing of rural areas.

#### Responsiveness

Most municipal councils are faced with the dilemma of answering for a local decision without having the responsibility for it. Thus when a resident complains to his councillor, the representative often is forced to pass the buck. He will tell a resident that the issue should be solved by the board of education, hydro board, health unit, conservation authority, police commission, planning board or library board. Often he is right and so co-ordinated policy making in response to local demands is difficult. Each agency follows its own priorities to the partial or total exclusion of the others, so some things get done well and others are ignored, often without reference to the broad and specific needs of the residents.

### Dealings With Other Governments

In the development of public policy for the Province, and Canada, often what is to the advantage of one area is a disadvantage to another. With a highly divided system of local government, however, it is difficult, at times impossible, for all the local authorities in an area to work together on an issue of common concern. Any change in the system of local government should facilitate the expression of local needs to the other levels of government.

While it would be possible to catalogue many more shortcomings in the present municipal system, it is not necessary to make the point. The fragmented and un-coordinated system of local government throughout much of Ontario is not capable of efficiently meeting the challenges of a changing society. The following proposal is aimed at developing a system of local government in the area immediately east of Metropolitan Toronto, which will provide a mechanism for meeting the challenges which will face the area in the near future.

Thus, the following proposal is based on a number of general observations:

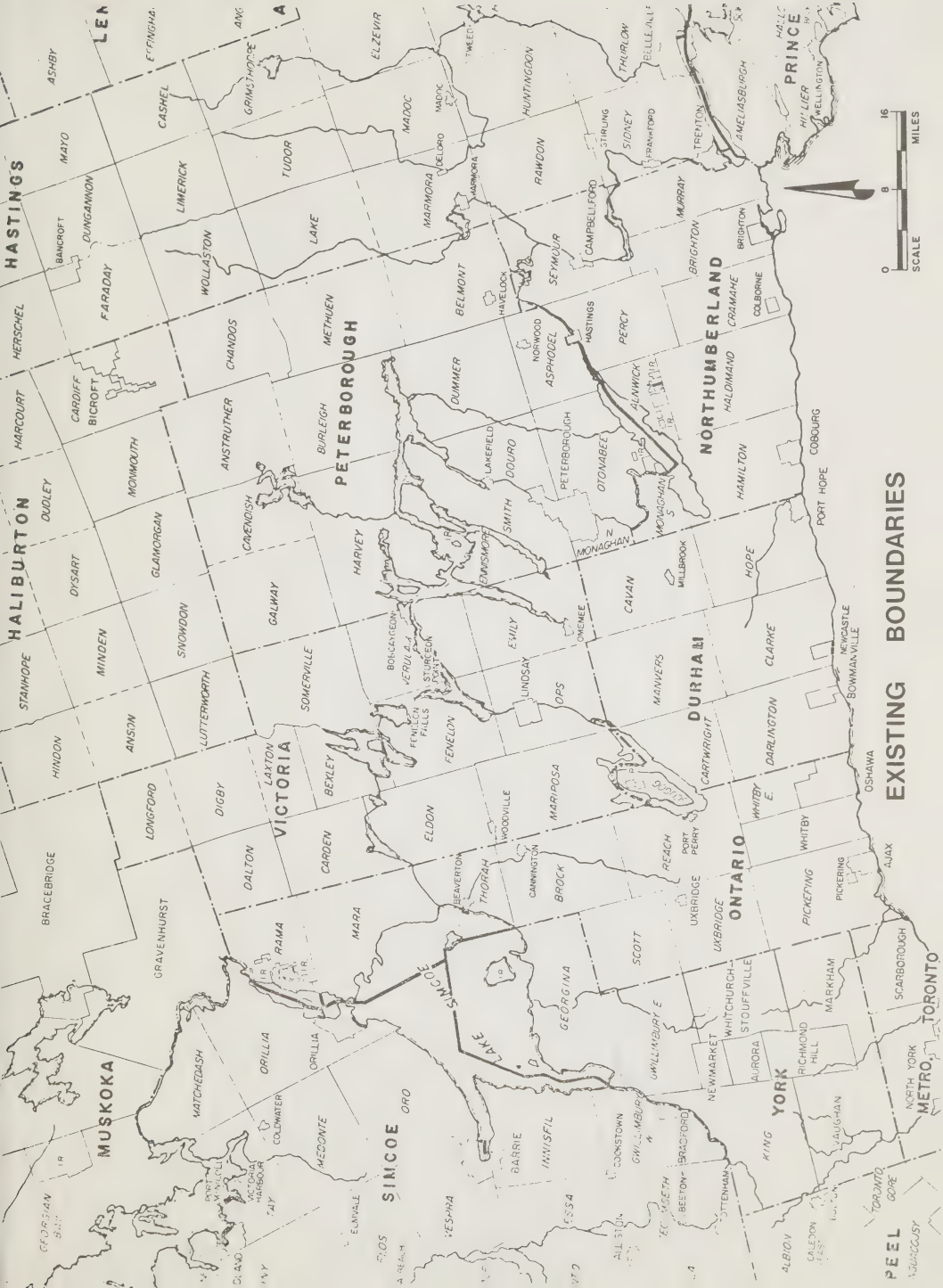
- (1) A strong and responsive system of local government is an essential element in the democratic process as it operates in Ontario.

- (2) Whatever the system of local government, it must be able to provide rational, area-wide planning in order to ensure a good quality of life for the area residents and to control urban pressures. The pressure is clearly on local governments to provide a high level of services in a co-ordinated manner at a reasonable dollar cost, and at the same time to conserve the quality of the natural environment.
- (3) A multiplicity of local governments in one area, acting independently of each other, cannot provide the necessary cohesiveness for effective public policies. Small municipalities cannot afford to exist separately. It has become apparent to the Provincial Government and also to many local leaders that some mechanism is required to determine priorities over broader local areas.
- (4) The fringe areas surrounding a large urban area are often subjected to heavy development pressures as the urban centre continues to expand. It is important therefore, to include the urban area and the area around it within one system of local government. In this manner, the large urban area is often financially capable of providing services to the surrounding area.

As the urban centre grows, the need for orderly planning of the surrounding area, in terms of providing parks, greenbelts, recreational areas, industrial lands, etc., will become more apparent.

- (5) Any system of local government must be able to respond to the needs of its residents. For an effective interchange between a resident and his local government, that government must not be too remote. At the same time the system must have a strong financial base to support a competent administration to deal with complex, modern problems and implement its decisions.





PROPOSED MUNICIPAL STRUCTURE

The following is a proposal for a reformed system of local government in the area east of Metro. The proposal recognizes that this area is fast becoming one of the most dynamic areas of the Province and is being increasingly subjected to heavy urban pressures. It is founded on the knowledge that the present municipal systems in this area are incapable of meeting many of the serious and complex challenges that must be met.

#### EXTERNAL BOUNDARIES

The proposed region is bounded on the west by the centre of the channel of the Rouge River from Lake Ontario to its intersection with the Little Rouge Creek. From there the boundary follows the centre of the channel of the Little Rouge Creek to the present boundary between Pickering Township and Metro Toronto, then north to approximately Finch Avenue where it goes west to the west bank of the Rouge River. The boundary then follows the west bank of the Rouge to the eastern limits of Cedarbrae golf course and north along that line to the York Metro boundary. From there it goes north approximately along the ninth concession of Markham. (The exact location of the boundary here will correspond to the western limits of the land to be acquired by the Province and the Federal Government for the North Pickering Community and the airport respectively.) The boundary will then follow the western border of the airport land to the line between lots 5 and 6 of Uxbridge Township. From there it will proceed north along the Ontario-York boundary to the north end of Uxbridge Township.

The proposed region's northern boundary is the northern limits of Uxbridge Township, Reach Township, Scugog Township and Cartwright Township. It follows the Cartwright-



Manvers boundary, south to the 2nd concession of Manvers which it follows east to the Manvers-Cavan boundary. It then goes south to the Cavan-Hope line and then east along the northern boundary of Hope, Hamilton and Alnwick Townships.

On the east the region would be bounded by the eastern limits of Alnwick and Haldimand Townships. On the south, Lake Ontario is the region's boundary.

#### INTERNAL BOUNDARIES

The western part of this region is unique in Ontario because of the existence of a large tract of provincially owned land which is going to be developed very rapidly. Because the Province will be planning and financing much of the development of the North Pickering Community, and because that land is presently in eight municipal jurisdictions (Metro Toronto, Regional York, Ontario County, Uxbridge, Whitchurch-Stouffville, Scarborough, Markham and Pickering) it would be administratively awkward and probably unfair to the present residents to leave the municipal structure as it is for that area.

The eight municipalities have expressed varying degrees of interest in the municipal status of the area being purchased by the Province. It is clear that if the Toronto-Centred Region concept is to be honoured, then that part of the Province which embraces the airport lands and the North Pickering Community should be a part of the East

of Metro Region. The special institutional arrangements that would be required for developing the airport and community will be the subject of a further detailed report.

For the purposes of this report, however, the airport and community sites are treated as if they will form a separate area municipality within the region. However, it must be made clear that the Province has not yet completed its study of the possible internal arrangements for this area. Whatever the findings are from this investigatory process, it is presently apparent that special arrangements will have to be made. Ample opportunity for the discussion of local and regional implications will be provided.

With these qualifications, the following is a description of each of the proposed area municipalities.

Municipality #1

Municipality #1 includes: Ajax, Pickering Village and that part of Pickering Township south of the 7th concession and not included in the airport or North Pickering Community lands.

Population

From: Pickering Village	2,508
Pickering Township	20,700*
Town of Ajax	<u>12,368</u>
Total	35,576

Size of Area: 50 square miles.

\*Roughly 4,000 people now living in the West Rouge area would enter the borough of Scarborough.

Municipality #2

It consists of the present Town of Whitby.

Population: 23,677

Size of Area: 59 square miles.

Municipality #3

It consists of all of Oshawa and East Whitby and the western 10 lots of Darlington Township.

Population

From: Oshawa	90,102
Western Darlington	4,688
East Whitby	<u>3,346</u>
Total	98,136

Size of Area: 85 square miles.

Municipality #4

It consists of the rest of Darlington, Bowmanville, Clarke, Newcastle, and the southern two concessions of Manvers.

Population

From: Southern Manvers	200
Newcastle	1,875
Bowmanville	8,862
Clarke	5,403
Darlington	<u>5,976</u>
Total	22,316

Size of Area: 200 square miles.

Municipality #5

It consists of Hope Township and all but the northernmost concession of Hamilton Township and includes the towns of Port Hope and Cobourg.

Population

From: Cobourg	10,741
Port Hope	8,781
Hope	3,058
Hamilton	<u>6,225</u>
Total	28,805

Size of Area: 205 square miles.

Municipality #6

It consists of the northernmost concession of Hamilton Township and includes the Townships of Haldimand and Alnwick.

Population

From: Alnwick	704
Haldimand	3,018
Hamilton	<u>650</u>
Total	4,372

Size of Area: 170 square miles.

Municipality #7

It consists of Uxbridge Township, the Town of Uxbridge and that part of Pickering Township north of the 7th concession and excluded from the airport and community lands.

Population

From: Uxbridge	3,064
Uxbridge Township	3,446
Pickering Township	<u>1,097</u>
Total	7,607

Size of Area: 100 square miles.

Municipality #8

It consists of Reach, Port Perry, Scugog and Cartwright Township.

Population

From: Reach	3,620
Port Perry	2,936
Scugog	648
Cartwright	<u>2,114</u>
Total	9,318

Size of Area: 215 square miles.

Municipality #9

It consists of the airport site, North Pickering community lands, and a portion of Uxbridge Township and a portion of Metro Toronto and Regional York. Also included in this area municipality is a small portion of the south-eastern corner of the town of Whitchurch-Stouffville. The extreme south-western corner of Uxbridge Township and the extreme north-western corner of Pickering Township which do not form part of the airport and community land sites are excluded from area municipality #9 and included in Whitchurch-Stouffville.

Population

From: Uxbridge Township	376
Pickering Township	4,910
Metro Toronto	400
Regional York	<u>1,200</u>
Total	6,886

Size of Area: 84 square miles.

# INTERNAL ARRANGEMENTS

- 37 -

AREA MUNICIPALITY	POPULATION		REPRESENTATION		POPULATION PER REP.	SQUARE MILES	
	#	%	#	%		#	%
1	35,576	15.0	4	13.4	8,893	50	4.3
2	23,677	10.0	3	10.0	7,892	59	5.1
3	98,136	41.5	11	36.7	8,921	85	7.3
4	22,316	9.4	3	10.0	7,438	200	17.1
5	28,805	12.2	4	13.4	7,201	205	17.5
6	4,372	1.9	1	3.3	4,372	170	14.5
7	7,607	3.2	1	3.3	7,607	100	8.6
8	9,318*	3.9	2	6.6	4,659*	215	18.4
9	6,886	2.9	**	**	**	84	7.2
			+Chair- man				
	236,693	100%	30	100%		1,168	100%

\*plus a large seasonal population

\*\*to be determined in a later proposal



Rationale for Internal Boundaries

Municipality #1 consists of the southern portion of Pickering Township and includes the town of Ajax and Pickering Village. Central Pickering and the south-western portion of this area will be growing at a very fast rate, and it is therefore vital that their growth be co-ordinated and controlled. Similarly, the town of Ajax and Pickering Village will be subjected to strong growth pressures. Since Ajax and the Village will be affected by the development of Pickering Township and since this development will be accentuated by the proximity of the airport, it is imperative that they both be included in this area. The inclusion of Ajax and Pickering Village in this area would allow them to participate in the planning of the entire area which in turn is sure to benefit all three municipalities.

The strip development running from approximately Whitby to Metro Toronto along the main transportation arteries may well create future planning problems, and it will be in the best interests of Ajax and the Village to participate in the future planning of this area. Since there are still some green areas between Bay Ridges and Ajax, it may well be the wish of these municipalities to preserve and maintain those areas.

Some adjustment in Metro Toronto's eastern boundary appears to be appropriate in these arrangements. The east branch of the Rouge River would form the areas' western

boundary. The people on the West Rouge, now part of Pickering, but with little in common with Pickering, would become part of Metro. According to the most recent information available, a large portion of the people in the West Rouge want to become part of Metro.

The rationale for excluding that part of Pickering Township north of the 7th concession and excluded from the airport and community lands from area municipality #1 is that this area is predominately rural. It is likely to remain rural for some time. This northern portion of Pickering Township has, and will continue to have, more in common with Uxbridge Township. It is therefore proposed that this area become part of the Uxbridge area municipality.

Municipality #2 is the present Town of Whitby. The Town of Whitby has recently undergone an amalgamation with the ~~former~~ Township of Whitby. An amalgamation of Whitby and Oshawa had been considered, but the difficulties that this amalgamation would create would exceed any possible benefits.

Municipality #3 consists of Oshawa, East Whitby and the western ten lots of Darlington Township. The area included with Oshawa has been cited by Paterson and others as being entirely dependent on Oshawa. A particularly

important reason for the Darlington addition is that this part of Darlington is easily serviced, heavily built up and has the capability of carrying services to the northern part of Oshawa and East Whitby at a low cost. Furthermore, the T.C.R. plan specifies that Oshawa is to be a growth node and will thus require the additional land.

Municipality #4 appears to be an appropriate community. A large portion of the residents in Clarke, Newcastle and eastern Darlington shop and work in Bowmanville. This municipality will be a strong, slowly urbanizing area that will act as a rural land-use buffer between the two growth nodes of Oshawa and Port Hope-Cobourg.

Municipality #5 is among the most important of the consolidations. Good working relations already exist among the four municipalities of Port Hope, Cobourg, Hope and Hamilton. If they are to form the centre of growth for the area, it is vital that they function as one unit.

Municipality #6 is essentially rural and is oriented even now to Port Hope and Cobourg. As the latter grows it will be important that Rice Lake and the rural

land to the east of Cobourg be closely controlled. As the southern lake shore of Rice Lake becomes built up, it will be necessary to provide co-ordination in planning for zoning and servicing purposes. This can be best done by including Alnwick, Haldimand and the northernmost concession of Hamilton Township in the region and establishing them as an area municipality.

Municipality #7 is the Uxbridge oriented, rural land of the region. It consists of all but the extreme south-west corner of Uxbridge Township and includes the northern three lots of Pickering Township and the Town of Uxbridge. This municipality is designed as far as possible in accordance with existing communities of interest.

Municipality #8 consists of Reach, Port Perry, Scugog and Cartwright. There is a community of interest in this area to the extent that they share a common economic and social base and have a strong predilection to remain rural. They are all oriented toward Lake Scugog. The possibility of amalgamating these four areas has been discussed in the past.

Municipality #9 consists entirely of the proposed Pickering airport site and the community lands to the south of the airport. The sections of York and Metro that are included consist of the area that will form the western part of the new town and airport site. Part of the south-western corner of Uxbridge and the south-eastern corner of Whitchurch-Stouffville are included in order to incorporate all land directly associated with the airport. It is appropriate to avoid any jurisdictional problems by placing the airport entirely within one area.

The Toronto-Centred Region Plan recognized that the location of a new International Airport in this area could be used to promote growth to the east of Metropolitan Toronto. The Government is fully aware of the importance of the location of the new airport to the growth and development of this area. In the next very few years, the entire community area will be subject to extremely heavy growth pressures and will become in fact an urban municipality. The servicing of the airport will have to be done largely through the new community. It is clearly in the best interests of this area that its planning and development be done in a co-ordinated manner, and at the same time conserving the quality of the natural environment.

The Ontario Government recognizes that the development of the airport and new community is unique and deserves serious consideration. This proposal for an East of Metro

area will not discuss in any great depth the internal structure of this area. Suggestions from interested parties as to the organization of the community range from the establishment of a semi-independent crown corporation to an integrated municipal system. The Government is now assessing the costs and benefits of these and other types of organizations. In the coming months, the Government will publish a subsequent proposal which will cover in detail the administrative structure of this area.

Whether or not the community is developed in the context of the present municipal structure, it will be necessary to establish special arrangements for its development. The costs of development are of such a great magnitude that it can only be resolved on a provincial basis. It is the Government's conviction however, that the residents of this area should not bear an unfair burden as the result of its development. Any compensation which is to be paid as a result of the development of this community will be worked out with the involved municipalities in the coming months. The Government is willing and wishes to become actively involved in any public discussions relating to the arrangement for this area before the implementation of any policies affecting the proposed airport and community land sites are made. Once the new town has grown to near its projected 150-250,000 people, it may be appropriate to review its municipal status with the possible options of returning it to its former position within the municipality, establishing it as a separate municipality, or retaining the special arrangements.

## External Effects

### York Region

It is proposed that the Townships of East Gwillimbury and Scott amalgamate to form an area municipality in York Region. Scott has indicated a desire to remain in a rural county or region, which York is, and East Gwillimbury is the least populated Township in York. Thus, their amalgamation will serve the interests of both municipalities. In view of local wishes, planning considerations and financial factors, it would appear that inclusion with York Region would be beneficial.

The communities of Brock, Thorah, Beaverton and Cannington are clearly not oriented to the proposed Oshawa region. Their orientation is toward Orillia, Toronto, and to an extent, Lindsay. Not only have these four municipalities indicated their desire to be united if amalgamations are going to take place, but they have also indicated an interest in remaining within a rural region. Additionally, they feel that inclusion with Victoria or Simcoe County is not a tenable alternative. It is therefore suggested that these four municipalities amalgamate to create an area municipality in York Region.

The inclusion of this area in York would have several salutary effects. In the first place, tax increases for the four municipalities will be less significant than if they were

included in an East of Metro region. Secondly, they will be included in an essentially rural area as they desire. Thirdly, their services would improve considerably as such things as regional police and regional welfare will be provided. Fourthly, the four municipalities will be amalgamated and will not be merged with any other area. And finally, all of the south shore of Lake Simcoe will fall within one region.

It is further proposed that the extreme southwestern corner of Uxbridge Township and the extreme northwestern corner of Pickering Township which do not form part of the airport and community land sites become part of the York Region within the Town of Whitchurch-Stouffville.

#### Effects on York Region

The amalgamation of East Gwillimbury and Scott to create an area municipality in the Region of York would result in an area municipality of approximately 11,500 persons (the second smallest in York). There would be no need for any change in representation on the regional council. On the basis of preliminary financial data, there would be a reduction in the taxation of Scott (approximately \$5 per capita) if Scott became part of the York Region.

The amalgamation of Brock, Thorah, Beaverton and Cannington would create an area municipality in York of 7,227, from which the head of the council would become a



member of the regional council. If the four municipalities became an area municipality within the Region of York, the tax increases would be restricted to about \$1 per capita as compared to an increase of approximately \$27 per capita if they were included within an East of Metro Region.

#### Simcoe County

It is proposed that Rama and Mara Townships be included as municipalities in Simcoe County. There is clearly a shared community of interest between these two Townships and Simcoe County. Like Simcoe County, both Townships have an economy based largely on agriculture, and both are largely dependent on Lake Simcoe oriented tourism. Orillia is the most common destination of traffic originating in Rama and Mara, and is clearly the only urban municipality with any significant impact on the area.

#### Effects on Simcoe County

The entry of Rama and Mara into Simcoe County will be the least difficult of any of the changes. It is clear that Rama and Mara are closely oriented to Simcoe and that such an alignment is overdue. Representation from Rama and Mara would result in an increase of three members on the

Simcoe County Council. Preliminary studies indicate that if Rama and Mara were included with Simcoe County, municipal tax levies would be reduced compared to what they are at present (a reduction of about \$9 per capita).

### Victoria County

It is recommended that only the southern two concessions of Manvers Township be included in the proposed new region. The remaining northern concessions are largely rural oriented and share similar interests with Victoria County. Based on community of interest and traffic-flow data most of this northern area is Lindsay oriented. Thus, it is proposed that all but the southern two concessions of Manvers form a township in Victoria County.

### Effects on Victoria County

The addition of most of Manvers will have virtually no effect on Victoria County. One member from the Manvers' Council would be seated on the Victoria County Council. The County levy in the part of Manvers merged into Victoria County is likely to increase by about \$15 per capita, or \$46 per household, but these increases are less than could be expected if Manvers was to form part of the Region East of Metro. If the latter were to happen, then tax increases, despite the increased provincial assistance, would increase by nearly \$20 per capita or \$53 per household.

### Peterborough County

On the basis of a shared community interests and the common orientation of Cavan, Millbrook and South Monaghan to Peterborough, it is recommended that these three municipalities become part of Peterborough County. By the same measures used for Manvers, it is apparent that the Townships of Cavan and South Monaghan and the Village of Millbrook are Peterborough oriented and their municipal structure should reflect that orientation. Such an arrangement would be favourable to the three municipalities since tax increases would be less significant than if they were to form part of the East of Metro region.

### Effects on Peterborough County

The addition of Cavan, South Monaghan and Millbrook to Peterborough would have very little affect on the County. Representation from these three areas would increase the Peterborough Council by three members. There would be an increase in the County levies borne by these three areas of about \$8 per capita (\$21 per household). If these municipalities were included within the Region East of Metro, they would experience considerable tax increases. From preliminary studies these increases for the three municipalities would average over \$30 per capita (\$90 per household).

Hastings County

It is proposed that Percy, Hastings Village, Cramahe, Colborne, Brighton Village, Brighton Township, Seymour, Campbellford, and Murray join Hastings County. Community of interest data would indicate that this area should be included with the Belleville-Trenton area.

The eastern boundary of the region has been placed to include Alnwick and Haldimand but exclude the nine easternmost municipalities in the United Counties. There are at least two arguments for this boundary. As stated earlier, Haldimand and Alnwick are now and will be increasingly oriented toward Port Hope and Cobourg. Their inclusion in the region is important if the urban pressures, which are developing around Port Hope and Cobourg, are to be controlled. Secondly, Colborne, Cramahe, Percy and Hastings Village are clearly not oriented toward Port Hope and Cobourg, but rather toward Peterborough and Trenton-Belleville. The relative orientation of Percy, Hastings, Seymour and Campbellford toward either Peterborough or Belleville and Trenton is difficult to measure. It is proposed that these four municipalities become part of Hastings but if convincing arguments for inclusion with Peterborough can be made, the Government is willing to consider them. The remaining five municipalities of Brighton Township, Brighton Village, Cramahe, Colbourne and Murray are clearly and heavily oriented towards Belleville and Trenton and should become municipalities in Hastings County.

Effects on Hastings County

The entry of a large part of Northumberland into Hastings County will have a substantial affect both on finance and on representation to the county council. This will cause a severe increase in the share of Hastings County levy compared to the present share of the Ontario County levy borne by the nine municipalities. This increase is estimated at about \$15 per capita or about \$36 per household. The County levy for the existing municipalities in Hastings would be reduced by a small amount (less than \$2 per capita).

If the municipalities were included within the Region East of Metro, their joint share of Regional costs (net of the Regional Municipal Grant) would amount to another \$0.5 million. This is before the provincial transitional assistance which is phased out over five years. The \$0.5 million increase represents about \$21 per capita or \$52 per household.

In either case, this restructuring will require considerable provincial financial assistance. In addition, discussions will be required to establish a satisfactory system of county representation. The addition of the nine municipalities would result in an increase of approximately 16 members on the Hastings County Council. Hastings County may wish to petition the Government for changes in the number of electors per representative.

Metro Toronto

It is proposed that the extreme south-western corner of Pickering Township - that area south and east of the west Rouge - become part of Metro Toronto. The residents of this area have little in common with Pickering and should be included within Scarborough.

Effects on Metro Toronto

The annexing of some 3,900 people from south-western Pickering to Scarborough will have virtually no affect on Metro Toronto. They will form part of Ward 9 which has a present approximate population of 28,200. Very little in the way of tax changes would result.

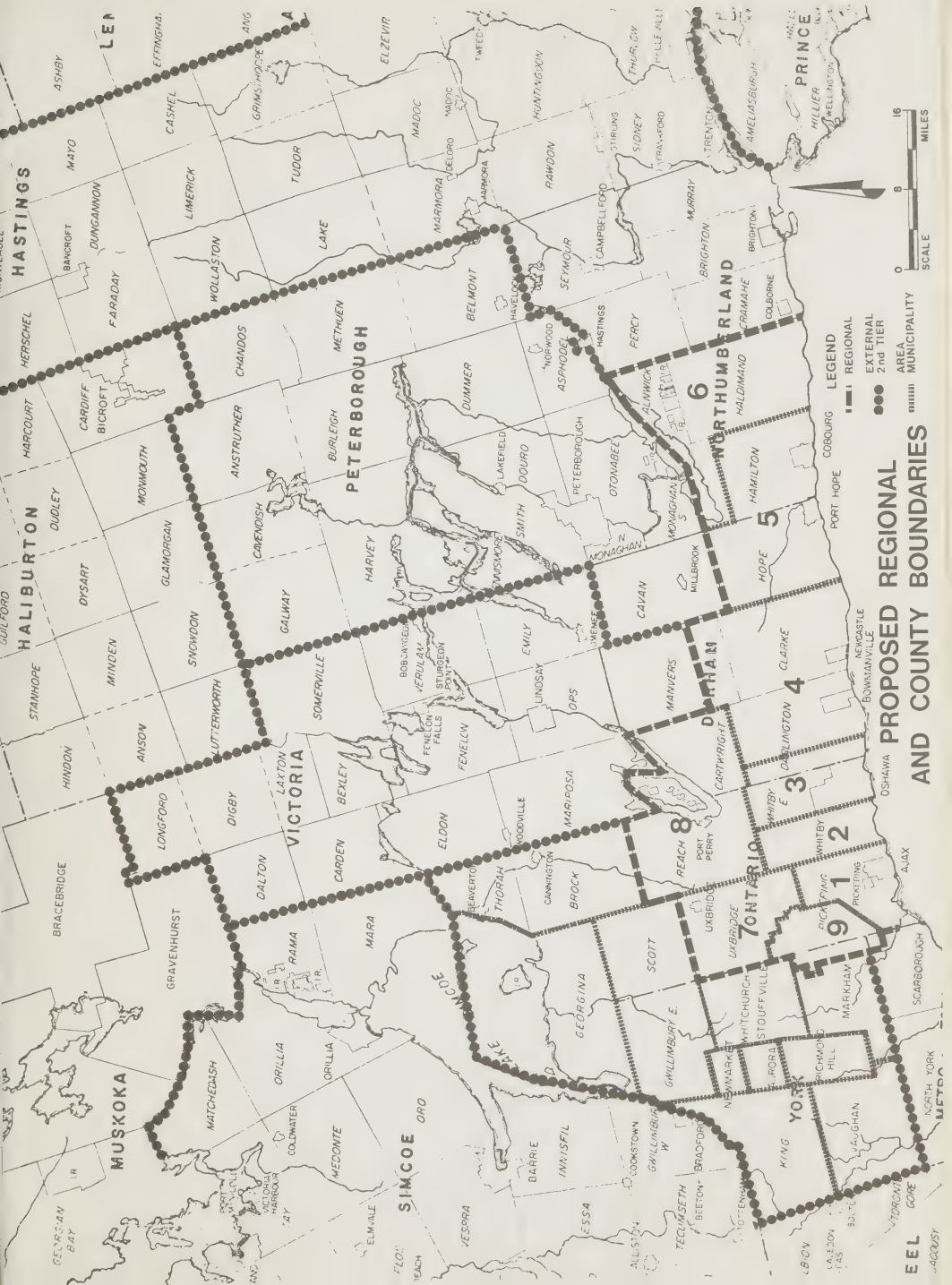
IT MUST BE EMPHASIZED THAT THE PROPOSALS FOR  
SIMCOE, PETERBOROUGH, VICTORIA AND HASTINGS CANNOT BE  
VIEWED AS A REFORM OF THEIR LOCAL GOVERNMENT STRUCTURE.

Many of the boundaries of these counties are inappropriate. The division of responsibilities must be examined and both the external and internal boundaries require modification. This proposal is but the first step toward municipal reform in these areas. In the coming years studies will be undertaken to complete this process.

SUMMARY OF EXTERNAL EFFECTS OF EAST OF METRO PROPOSAL

Area	Present Population (1971)	Proposed Increase	Total Proposed Population	Present Size of Area	Proposed Increase in Size of Area	Total Proposed Size of Area	Present No. of Reps. on Upper-Tier Council*	Proposed No. of Reps. on Upper-Tier Council
York Region	161,372	18,676	180,048	645sq. miles	172 sq. miles	817 sq. miles	17	18
Simcoe County	159,176	3,951	163,127	1,536	200	1,736	55	58
Victoria County	32,746	2,219	34,965	1,144	64	1,208	29	30
Peterborough County	84,154	4,395	88,549	1,584	104	1,688	27	31
Hastings County	92,826	24,089	116,915	2,288	280	2,568	34	50
Metro Toronto	2,045,450	3,983	2,049,433	240	--	240	33	33

\*Due to recent changes in the Municipal Election Act, the total number of representatives may change.



# PROPOSED REGIONAL AND COUNTY BOUNDARIES

- LEGEND**
- REGIONAL
  - EXTERNAL 2nd TIER
  - AREA
  - MUNICIPALITY







DIVISION OF FUNCTIONS

The proposed region will be, over the next fifty years, the most rapidly urbanizing part of Ontario. The new airport, the new town of 200,000 people, the expected growth in south-west Pickering, the proposed expansion of Oshawa, the development of Port Hope-Cobourg as a large city, and the maintenance of the rural lands and parkways between the various urban centres are some of the challenges facing the region. Associated with these developments will be myriad problems such as servicing needs, spiralling land costs, a tendency to unplanned sprawl, financing difficulties, soft services shortages, and probably many others. It will take the full co-operation of all levels of government to cope with the problems of this potentially most dynamic region. Developments in Oshawa or Port Hope-Cobourg will shape and alter developments in other parts of the region. Thus, it is vital that all major local powers be in the hands of the region. In terms of problem solving, a one-tier structure might be best. Pains must be taken, however, to prevent undue remoteness. To facilitate effective problem solving while maintaining significant local units, it is proposed that a strong region with a reduced number of local municipalities be created.

Keeping the matter of remoteness in mind, but at the same time recognizing the need for a powerful regional council, the following division of functions is proposed:

Division of Functions

Business Licences	Regional
Tax Collection	Local
Local Tax Levy	Local
Regional Tax Levy	Regional
Apportionment of Regional Tax Levy	By Regional Council on the basis of proportion of equalized taxable assessment and tax equivalent assessment in each area municipality.
Borrowing	Regional
Grants to Persons and Institutions	Regional and Local
Planning	To ensure orderly growth and protection of the region's environment it is clear that the Regional Council must exercise the responsibility for broad land-use planning. The Regional Council will therefore, have the difficult but essential chore of establishing priorities and guidelines for the growth of this area. The regional council will be the planning authority and no planning boards, regional or local will be established. Local municipalities would exercise the duties and responsibilities for zoning and purely local planning issues.
Conservation	Appointments to conservation authority - regional.
Health and Welfare	The regional council serves the functions of a health unit.

Parks	Local and Regional.
Police	The Regional Council shall provide a police force for most of the region, but the Province may assume some police responsibility in some of the rural areas initially.
Fire	Local but with Regional Fire Co-ordinator and Regional provision of common services such as purchasing, personnel, training and equipment.
Sewage	Treatment or disposal to be a Regional function. Construction and maintenance of all sewage works to be Regional. Inspection and standards for all sewers to be regional. Separation of storm and sanitary to be regional.
Water	Supply, purification, construction and maintenance of all distribution mains to be Regional functions. The regulations and standards for all water mains and the inspection of water mains to be a regional function. All distribution mains are a regional function.
Garbage	Treatment or disposal - Regional Collecting or receiving - local.
Roads and Traffic	Arterial roads planning, construction, and maintenance - Regional. Local roads and local streets - local. Region has veto power over area traffic by-laws; has traffic-light control; and may approve any sidewalk to be built along a Regional road. Area council to pass traffic by-laws for area roads, build and maintain sidewalks, and share parking

controls with Region. Public transit to be a Regional function.

#### Hydro-Electric Power

Existing hydro-electric commissions with jurisdiction over hydro are continued until such date as the Minister may by order designate. All other functions of public utilities commissions are transferred to Regional Council. Pending study by the provincial government of the recommendations of Task Force Hydro, the role of Hydro Commissions will be resolved at a later date.

#### Buildings

Local buildings to be local, Regional buildings to be regional.

The rationale for the kind of structure implied above is that the region must have full capability to design the area within the context of the T.C.R. without being frustrated by the inability to establish local priorities and by the need for constant negotiating and compromising with many local, special purpose bodies and councils.

The plans for the area immediately adjacent to Metro, the airport and Oshawa, will have to be integrated if the municipal input is to be of any significance, because most plans and developments will affect the whole area. On the other hand, some functions might well be delegated to, or contracted with the northern and eastern municipalities for some time to come. While it is essential that Port Hope-Cobourg

and the northern area be planned in conjunction with the south-western part of the region, it is probably not as important that strictly local sewage and water ducts, and other related services be operated at the regional level from the beginning. Thus, it is conceivable that the regional council might delegate a number of functions to the area municipalities that will not be experiencing rapid urbanization, while retaining those functions for the rest of the region. It is proposed that provision be made in the Act establishing this region, allowing the regional council to delegate and reassume functions from any municipality with the approval of the Minister.

The structuring of the region in this manner would

- a) minimize problems of remoteness by establishing area municipalities with councils responsive to local needs;
- b) provide flexibility concerning the performance of functions, according to the need for a high level of co-ordination;
- c) provide an effective mechanism for municipal decision-making concerning the refinement and implementation of development plans for the area; d) allow a broader sharing of financial resources, thus minimizing the need for every area municipality to attract industrial and commercial assessment at the cost of planning principles and the environment.

## Representation

Under the proposed system of representation, the lower-tier councils will be performing fewer functions than the region, but will be important devices for providing access for the citizens to regional council. It is desirable, therefore, to minimize the number of people sitting on local council who are not sitting on regional council.

While a number of electoral systems can be used, what is required is a mechanism which ensures full co-ordination between the local council and regional council, but still makes it clear to the voters that they are voting for more than a local councillor. It is therefore suggested that four factors are of over-riding importance.

- (1) It is vital that the people have the opportunity to express their opinions on regional issues. Thus, it is beneficial if regional councillors be elected by popular vote to the regional council. One distinct advantage of a direct system of elections is that it is clear and simple, and easily understood by the electorate.
- (2) To ensure proper co-ordination between local and regional councils, it is important that all regional councillors sit on an area municipality council as well. To accomplish this it should be stipulated that anyone who wishes to sit on the regional council

must indicate prior to his election that he is seeking a seat on the regional council. Upon assuming one of the regional seats available to his municipality, he will automatically become a member of the local council. Under a system where there are two kinds of candidates - those running for regional council and those running specifically for local council - the electorate is provided with an opportunity to become familiar with both regional and local issues. The remaining local council seats will be filled according to the established practices of each municipality. If the elected regional councillor ceases to be a member of one council, the other seat is also vacated.

- (3) The head of a local municipality must be constantly aware of regional issues and must be able to bring the local problems to the regional council. Therefore, the head of each local municipality would assume both regional and local responsibilities and a seat on the regional council ex officio.
- (4) In some urban areas it might be felt wise to identify regional councillors with a sub-municipal area. Therefore, it should be left largely to the discretion of the urban areas to establish a ward system of elections for regional purposes and with all area



municipalities for local purposes. However, since the area municipalities have been designed primarily on the basis of community of interests and since the largest area municipality will be 215 square miles, the cumbersome practice of electing either local or regional councillors from wards could be abandoned in most cases unless such a system is desired.

Composition of Regional Council

AREA MUNICIPALITY	POPULATION		REPRESENTATION		POPULATION PER REP.
	#	%	#	%	
1	35,576	15.0	4	13.4	8,893
2	23,677	10.0	3	10.0	7,892
3	98,136	41.5	11	36.7	8,921
4	22,316	9.4	3	10.0	7,438
5	28,805	12.2	4	13.4	7,201
6	4,372	1.9	1	3.3	4,372
7	7,607	3.2	1	3.3	7,607
8	9,318*	3.9	2	6.6	4,659
9	6,886	2.9	**	**	**
			+Chmn.		
TOTALS	236,693	100%	30	100%	

\*Plus a large seasonal population

\*\*Representation to be determined in a later proposal.

As can be seen from the above table, the regional council has been structured roughly on the basis of representation by population but has taken into consideration the need to assure regional representation in the rural areas.

Composition of Local Councils

Area Municipality	Elected as just Local Councillors	Elected as Regional Councillors but also sit on Local Council	Elected as Mayor but also sits on Regional Council	Total size of Local Council
1	1	3	1	5
2	2	2	1	5
3	0	10	1	11
4	2	2	1	5
5	1	3	1	5
6	4	0	1	5
7	4	0	1	5
8	3	1	1	5
9	Representation will be discussed in later proposal.			
			+regional Chairman	
TOTAL	17	21	9*	

\*plus any regional representation which might be allocated to Municipality #9

SELECTION OF CHAIRMAN

The practice of the Province appointing the first chairman will be continued.

### Status of this Proposal

The Government of Ontario has for some years been examining proposals for local government reform in the area to the East of Metro Toronto. Careful study has been given to several different kinds of regions for the area and the Province believes that the proposal presented here is in the best interests of the area and is a sound and workable plan. It must be made perfectly clear, however, that the details of boundaries and functions are open to change. If convincing arguments can be presented, the Province will willingly adjust the proposed region before proceeding to legislation. It cannot be over-emphasized that the Province wants and requires municipal and citizen participation in evaluating this proposal and suggesting changes in it.

### The Process

In order to ensure full and reasoned discussion of this proposal, the Treasurer of Ontario encourages all residents of the regional area and the surrounding counties to apprise themselves of the proposal's contents and send him, in the form of a brief, their analysis of it and any suggestions for changing it. It should be pointed out that

expressions of concurrence and agreement with the proposal are as helpful as suggestions for changing it. The Province is particularly concerned that the municipalities involved consider this proposal very carefully and submit their opinions to the Treasurer.

While the formal submission of briefs is a most effective way of influencing policy changes, it is recognized that a complete and candid dialogue must also take place. Thus, the Province will be arranging with the municipalities a series of meetings to take place in the next few months.

In order that time be allowed for consideration and study, briefs will be accepted by the Treasurer until the end of February, 1973. During this period the meetings referred to above will also be held.

The question has been raised on a number of occasions as to when the region will come into effect. The answer depends in large part on the reaction to this proposal. If after the briefs have been received and the discussions held, the Ontario Government believes that this proposal, with whatever changes may be incorporated, still represents the most feasible system of local government for the area, it is possible that legislation will be introduced in the Spring of 1973, with elections for the area municipalities and the region held in the summer or autumn and commencement of the region on

January 1, 1974. There is no point in speculating on the likelihood of this happening and it certainly does not represent a timetable. We shall proceed one step at a time and be sure that all problems have been considered and resolved wherever possible.

#### Names of Municipalities

This is a subject which engenders a great deal of interest locally. The Government has in the past followed the practice of asking for suggestions for names of merged areas and has selected a number of these to be placed on the ballot for popular selection. In the case of the East of Metro Region, the name for the region and area municipalities one, four, five, six and eight will be selected in this manner. It is assumed that area municipality two will be named Whitby, area municipality three - Oshawa and area municipality seven - Uxbridge.

#### Submission of Briefs

All submissions on this subject should be clearly entitled - Local Government Reform, East of Metro

Submission by .....  
and be addressed to -

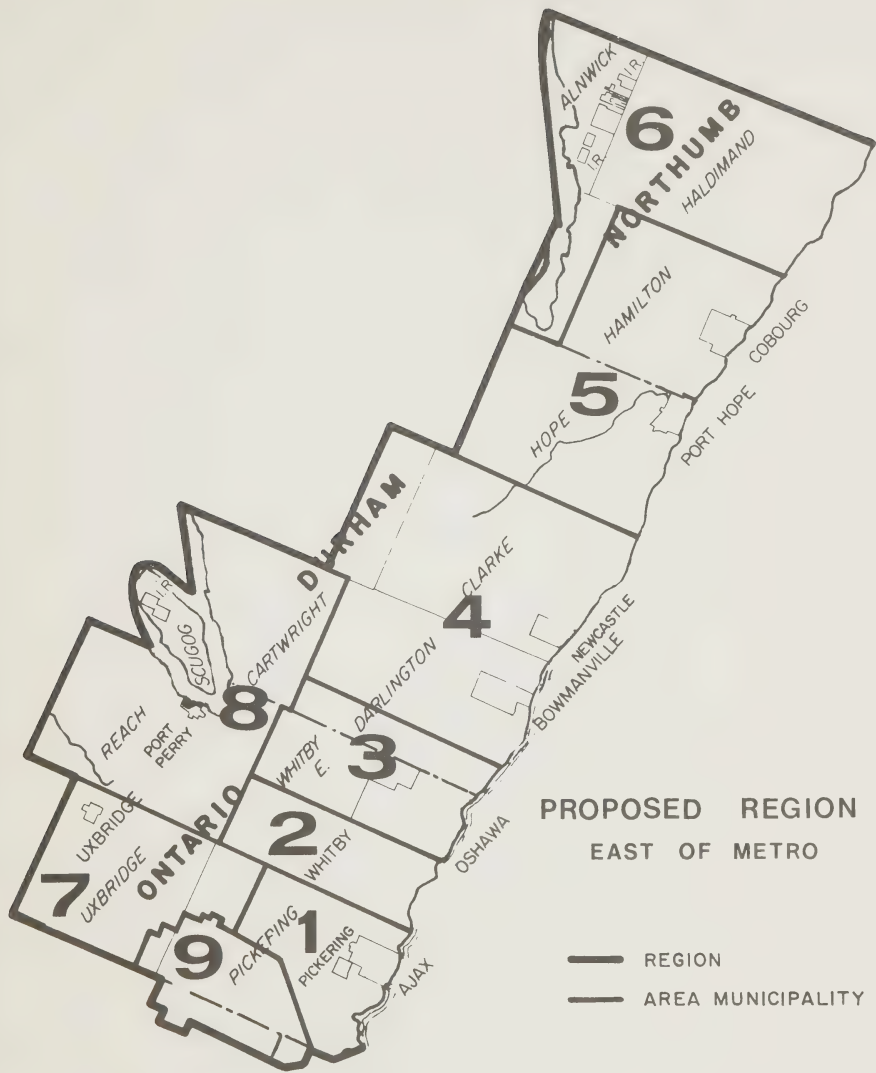
The Honourable Charles MacNaughton,  
Treasurer of Ontario,  
Queen's Park,  
TORONTO, Ontario.

Summary of Recommendations

- (1) That a regional municipality be established in the area east of Metro Toronto, consisting of all of the 22 present municipalities and parts of three other municipalities (see map of proposed region).
- (2) That Scott Township amalgamate with East Gwillimbury to form an area municipality in York Region.
- (3) That Beaverton, Thorah, Cannington and Brock amalgamate to form an area municipality in York Region.
- (4) That Rama and Mara join Simcoe County.
- (5) That most of Manvers Township join Victoria County.
- (6) That the extreme southwestern corner of Uxbridge Township and the extreme northwestern corner of Pickering Township become part of York Region within the Town of Whitchurch-Stouffville.
- (7) That Cavan, Millbrook and South Monaghan join Peterborough County.
- (8) That Percy, Hastings Village, Cramahe, Colborne, Brighton Village, Brighton Township, Seymour, Campbellford and Murray join Hastings County.



- (9) That nine area municipalities be established in the proposed new region.
- (10) That all heads of area councils sit on the regional council, and that all regional councillors be elected by the population to sit on both regional and local councils.
- (11) That each area municipality elect a number of local councillors to fill those local seats not assumed by a regional councillor.
- (12) That functions be divided between area and regional councils roughly as in other areas, but that the region be empowered to delegate any of its authority to area municipalities with the approval of the Minister.



**PROPOSED REGION  
EAST OF METRO**

- REGION  
— AREA MUNICIPALITY









**ONTARIO**  
PROVINCE OF OPPORTUNITY

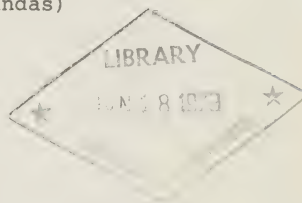
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Statements by: The Honourable Charles S. MacNaughton,  
Treasurer of Ontario.

and

Mr. Donald Irvine,  
Parliamentary Assistant to  
the Treasurer.  
(M.P.P. Grenville-Dundas)



Proposal for Local Government Reform in an Area  
East of Metro Toronto

December 18, 1972  
Eastdale Collegiate Institute  
Oshawa, Ontario.



## BACKGROUND TO A STRONGER GOVERNMENT STRUCTURE

by the Honourable Charles S. MacNaughton

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Tonight the Ontario Government invites you to join us in developing a strong and responsive system of local government for the area along the shore of Lake Ontario from the eastern boundary of Metropolitan Toronto to well east of Cobourg.

We are presenting this evening our proposal for a new structure of government that will give you greater control over your future development, more resources to pursue your priorities and more capacity to take advantage of your opportunities.

My colleagues and I at Queen's Park believe these recommendations will offer you the tools to shape a better community for you and your children. We also recognize, however, that many of you who live here can help us modify and improve this proposal before we proceed to legislate a new government for this area. I want to assure you that everyone will have ample opportunity to express his views before the legislation is drafted.





This presentation, then, in which I will be aided by my Parliamentary Assistant, Mr. Donald Irvine (MPP for Grenville-Dundas), has the full support of the Government. But it is flexible enough to accommodate changes on the basis of sound and convincing arguments.

Before outlining the Government's position, I want to review the process that has led us to this evening. Most of what I am going to say is contained in greater detail in a document which will be available to you when you leave this evening. I will touch on many of the points made in that document but much of the rationale and detail of our proposal is contained only in the published proposal. I hope you will all read it carefully and critically.

## HISTORY

The area immediately east of Metropolitan Toronto has been the subject of one of the most intensive developmental and governmental studies in Ontario. The Oshawa Area Planning and Development Study (OAPADS) began on September 15, 1969, to prepare a plan for land use, economic development, transportation facilities, public services, fiscal stability and local government structure. The Province and the municipalities financed OAPADS jointly, and both had members on the many committees of the study.



Between January 1970 and February 1971 OAPADS produced four discussion papers and a regional government report. However, the involved municipalities were not able to agree on any aspects of a regional proposal, and on May 12th, 1971, the executive committee terminated the study. As a result, the responsibility fell to the Province to make proposals for the future form of local government east of Metropolitan Toronto.

Mr. Don Paterson, the author of the Regional Government Report, recommended a two-tier region consisting of the County of Ontario plus the two most western townships of Durham. When the study terminated, the Minister of Municipal Affairs asked each of the municipalities in Paterson's region to comment on the future of local government generally and on the regional government report. The Minister received 22 briefs with many conflicting proposals.

The municipal reform program in general, and the OAPAD study in particular, prompted the United Counties of Northumberland and Durham to review their local government structure. The United Counties commissioned P.L. Beeckmans of Municipal Planning Consultants to prepare a program of municipal reform for the area. In May 1970, that report was submitted to, and accepted by, the United Counties.



Since both the OAPAD and United Counties' studies drew heavily on local participation and direction, they have provided us with a large amount of background data that is sensitive to the local viewpoint. However, both studies terminated before the federal government announced its decision to locate a new international airport in Pickering and the Ontario Government, in a complementary move, decided to create a new community in North Pickering. These new developments -- which themselves reflect the swiftness of change in our society today -- present new dimensions to the reform of local government east of Metro.

#### THE NEED FOR A BETTER SYSTEM OF GOVERNMENT

People quite properly ask, why are major changes required in our system of local government?

In many parts of the Province, the local government units are the same as those existing a century and a quarter ago. In the area east of Metro, the population has climbed from less than 60,000 to well over 200,000. The functions performed by municipalities have increased by a similar order of magnitude. In the mid-nineteenth century, municipal councils were clearing houses for local controversies dealing with roads, schools and a few other elementary services.



Social security was unknown; pollution control was unheard of; water supply was a matter of individual concern and no one was yet catering to the "horseless carriage". In fact, the main criterion for local government boundaries was how far a man had to ride to the county seat.

Think for a moment of the responsibilities that we have heaped upon a system of government designed for the horse-and-buggy days: community planning, zoning bylaws, capital borrowing, road building and maintenance, welfare, parks, recreation and a host of other matters which have a tremendous impact on how we live.

Would our forefathers expect us to continue with their system after all the changes we have experienced? Can we expect our children to live under a system that was not designed to cope with these pressures?

All of us, however, tend to react to changes in the local government system. We have a nostalgic, emotional tie to our municipalities. We are reluctant to see them change. We demand to know what benefits we can expect if we sacrifice our traditional and familiar system of local government.





I want to take a moment now to outline some of the advantages of a stronger government system at the local level. In the process, we can pinpoint many of the frustrations created by the existing system. More importantly, I believe we can show that a regional form of government will give the local citizen much more effective control over his community environment.

### Planning and Servicing

In an area that is growing as fast as Southern Ontario, we must broaden our planning programs to provide services more economically and to preserve our good farm land and attractive green space. We must stop the wasteful and costly process of continuous urban sprawl.

A multiplicity of local governments encourages this urban cancer. Each community competes for industrial and commercial assessment to bolster its revenue base. Almost every municipality, urban and rural, has designated areas for industrial development and each struggles to finance the services required to attract new plants and commercial enterprises. Because industry likes to concentrate in areas where it can take advantage of economies of scale and share public and private services, smaller municipalities suffer severely from this competition.



Under a broader municipal system, however, communities not only can share in industrial and commercial assessment but they also can compete more effectively for new plants and new commercial enterprises. By giving an area-wide government the responsibility for major services, and for selecting strategic development sites, the overall costs can be reduced through economies in the use of the area's financial and land resources. The rural areas also benefit from services provided, and paid for, on a region-wide basis, without being compelled to cater to industry and commerce within their immediate boundaries.

A more broadly based local government can also provide significant benefits in co-ordinating plans for development. It can prevent the problems that result when one municipality zones border land for residential growth while just across the road another municipality plans for industrial development. This type of problem could be particularly acute in an area with continuous urban development such as we find in Pickering Village, Ajax, Whitby, Oshawa and Bowmanville.



## Responsiveness

We are convinced, too, that a broadly based local government with greater powers can respond more effectively to the concerns of the local citizen.

Today, when a taxpayer goes to his municipal council with a problem, he may be referred to the hydro commission, conservation authority, police commission, planning board or library board. Often he cannot pinpoint responsibility to his elected representatives.

Each of these agencies, because of their special duties, follows its own priorities to the partial or total exclusion of the others. The concept of total, integrated community service is lost in this proliferation of responsibility.

Under a larger unit which embraces the powers of these special-purpose bodies, the citizen should expect a more comprehensive approach to policies and priorities -- a more objective look at the collective needs of the community.

## Administration and Protection

Stronger units of local government can provide the skilled administration and professional service that many small municipalities cannot afford today.

While every politician must guard against the influence of the bureaucracy, I doubt if many of us could perform our responsibilities without the assistance of



competent staff to provide the legal, administrative and technical advice on which our alternatives must be reviewed.

Similarly, the larger unit of government can co-ordinate fire and police protection which is often difficult under present conditions. In the case of fire protection, mutual aid agreements do not always provide the best service to the property owner because of boundary questions. Again, in the case of police services, we come up against the borders that separate municipal forces from the OPP that may serve smaller municipalities. In financing police services, we find many Ontario residents paying twice for protection -- once through the property tax on their urban homes, and again through the provincial taxes that finance OPP services in rural areas.

#### Dealings with other governments

In my view, one of the strongest cases for larger units of local government is the strength it will give municipalities for negotiations with our senior governments. As demands increase for public services, municipalities must be in a position to bargain for a more appropriate share of the total tax dollar to maintain and improve community services.





I think it is fair to say that Ontario and its sister provinces have tried to champion the municipal cause in our revenue-sharing discussions with Ottawa. However, the municipalities themselves can not only strengthen our position but also assist us in developing the most efficient methods of meeting community needs.

Another important case for larger units is the better balance they can provide in the inter-municipal competition for provincial attention and resources. On its own, the smaller municipality stands little chance against the larger urban centres of the province. As part of a regional government system, it can gain a much stronger voice in the policy-making process.

While it would be possible to catalogue many more advantages of strong local government, I hope the case has been made. The fragmented and unco-ordinated system of local government throughout much of Ontario is not capable of meeting the challenges of our changing society efficiently.

Our proposal tonight is aimed at developing a system of local government for this area which will give you the mechanism to solve your problems and control your future. The proposal is based on five basic principles:



- (1) A strong and responsive system of local government is an essential element in the democratic process as it operates in Ontario.
- (2) Whatever the system of local government, it must be able to provide rational, area-wide planning in order to ensure a good environment and to control urban growth. The pressure is clearly on local governments to provide a high level of services in a co-ordinated manner at a reasonable dollar cost, and at the same time to conserve the best of our natural environment.
- (3) A multiplicity of local governments in one area, acting independently of each other, cannot provide the necessary cohesiveness for effective local policies. Small municipalities cannot afford to exist separately. Many local leaders recognize that some mechanism must be established for determining priorities for local services and co-ordinating these policies and services over broader areas of common interest.
- (4) The fringe areas surrounding a large urban area are often subjected to heavy development pressures as the urban centre continues to



expand. It is important therefore, to include the urban area and the area around it within one system of local government. In this manner, the large urban area is often financially capable of providing services to the surrounding area. As the urban centres grow, the need for orderly planning of the surrounding area, in terms of providing parks, greenbelts, recreational areas and industrial lands, will become more apparent. Local governments must be able to provide this kind of planning.

- (5) Any system of local government must be able to respond to the needs of its residents. For an effective interchange between a resident and his local government, that government must not be too remote. At the same time the system must have a strong financial base to support a competent administration to deal with complex, modern problems and implement its decisions.

Because of these considerations, we believe a new design for strong local government is required. I will now ask Mr. Irvine to outline our specific proposal for a reformed system of local government in this area.



## THE FRAMEWORK FOR A NEW FORM OF GOVERNMENT EAST OF METRO

By Donald R. Irvine, Parliamentary Assistant to the Treasurer

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As Mr. MacNaughton has said to you, the government believes that some fundamental change in the shape and form of local government is required. My part in this evening's presentation is to outline to you the Provincial government's specific proposal as to the changes in the boundaries, the organization and the representation it believes will bring strengthened and more effective local government to the areas involved. The Government has looked at the boundaries for this area east of Metro in the context of the OAPAD Study and the Northumberland and Durham report. I want to comment on the considerations that developed from these earlier discussions and proposals.

In Ontario County, it has been convincingly argued that the rural northern part of the County has little in common with the urban south, and should not be included with it. The Toronto-Centred Region plan lends considerable strength to this position by accentuating the differences between north and south Ontario County in terms of development policy for the future.





By any measure of community of interest, Rama and Mara are not oriented to southern Ontario County. They are overwhelmingly oriented toward Orillia and Simcoe County. Similarly, the orientation of Brock, Thorah, Scott, Beaverton and Cannington is not toward the south. In these cases it is more difficult to be precise, but they have a much stronger orientation toward Orillia, Lindsay and particularly Toronto.

Moving on to the western boundary recommended to OAPADS, the Province has made it clear that Metro's boundaries are not to be expanded significantly in the next few years. This indicates that the recommended western boundary of the region is appropriate. However, adjustments must be made to allow for the new airport, the new community and the new zoo.

#### Moving to the East:

Over the next few years, under the Toronto-Centred Region concept, the emphasis on growth will shift to the area east of Metro. By the year 2,000 Port Hope and Cobourg are to become a major growth centre. As that happens, it is inevitable that the gravitation of that area towards Toronto will increase. Furthermore, the area between Oshawa and Port Hope will come under increasing development pressure, and unless there are strong and stable municipalities in the



area, it will be extremely difficult to prevent random development and to pursue orderly development in its place.

A further point in favour of the extension of the region to the east is the historical perspectives of the people in the United Counties. The United Counties is one of the few units of county government which, because of its east-west axis, reflects an emerging community of interest. The councils of Darlington and Bowmanville asked the former Minister to extend the regional boundary to the east because of this natural community. These sentiments appear to be shared by other municipalities in the area.

As a final point to support the inclusion of Port Hope and Cobourg and areas to the east in an Oshawa region, one need only refer again to the Toronto-Centred Region plan. By the year 2,000 it will be necessary to consider some form of regional system around Port Hope and Cobourg. If the area is not to be included with Oshawa now, it will ultimately have to be formed into a region dominated by one urban centre or included with Belleville or Peterborough. According to the criteria set forth in Design for Development Phase II, domination by one urban centre must be avoided if possible. Given these arguments we are proposing that a substantial part of the United Counties be included in the region east of Metro.



We now have the rough outline of the region the Province is proposing. It runs from Pickering Township to the other side of Cobourg and from Lake Ontario it goes only two or three townships north.

### Proposed Boundaries

The region recommended by the Government includes all of 22 existing municipalities and parts of four others. It affects the boundaries of Metropolitan Toronto, the Region of York, the Counties of Simcoe, Ontario, Victoria, Peterborough, Hastings, and the United Counties of Northumberland-Durham.

The municipalities within the proposed region are: the Townships of Pickering, Uxbridge, Reach, Scugog, Cartwright, East Whitby, Darlington, Clarke, Hope, Hamilton, Haldimand and Alnwick; the towns of Ajax, Uxbridge, Whitby, Bowmanville, Port Hope, and Cobourg; the villages of Pickering, Port Perry, and Newcastle; and the City of Oshawa. The municipalities from which small parts are included are: Scarborough, Markham, Whitchurch-Stouffville and Manvers. In addition the West Rouge area of Pickering would become part of Scarborough, a small corner of south-western Uxbridge Township and northwestern Pickering Township would be included in Whitchurch-Stouffville. The description of the external boundaries of the region is as follows.



It is bounded on the west by the centre of the channel of the Rouge River from Lake Ontario to its intersection with the Little Rouge Creek. From there the boundary follows the centre of the channel of the Little Rouge Creek to the present boundary between Pickering Township and Metro Toronto, then north to approximately Finch Avenue where it goes west to the west bank of the Rouge River. The boundary then follows the west bank of the Rouge to the eastern limits of Cedarbrae golf course and north along that line to approximately along the ninth concession of Markham. (The exact location of the boundary here would correspond to the western limits of the land to be acquired by the Province and the Federal Government for the North Pickering Community and the airport respectively.) The boundary then follows the western border of the airport land to the line between lots 5 and 6 of Uxbridge Township. From there it proceeds north along the Ontario-York boundary to the north end of Uxbridge Township.

The proposed region's northern boundary is the northern limits of Uxbridge Township, Reach Township, Scugog Township and Cartwright Township. It then follows the Cartwright-Manvers boundary, south to the 2nd concession of Manvers which it follows east to the Manvers-Cavan boundary.





It then goes south to the Cavan-Hope line and then east along the northern boundary of Hope, Hamilton and Alnwick Townships.

On the east the region would be bounded by the eastern limits of Alnwick and Haldimand Townships. On the south is Lake Ontario.

I want to discuss the effect this proposed region will have on other municipal jurisdictions. Most of Ontario County and the United Counties have been included in the region, but 20 municipalities from those counties have not. The Government believes that those municipalities have an orientation to areas outside the region and should be excluded from it. Specifically we are proposing that:

- (1) Rama and Mara Townships enter Simcoe County.
- (2) Brock, Thorah, Beaverton and Cannington amalgamate and become an area municipality in York Region.
- (3) Scott Township amalgamate with East Gwillimbury in York Region.
- (4) Most of Manvers Township (all but the southern two concessions) become a township in Victoria County.
- (5) Cavan, Millbrook and South Monaghan become municipalities in Peterborough County, and
- (6) Percy, Cramahe, Brighton, Seymour, and Murray Townships, the Villages of Brighton, Colborne and Hastings and the Town of Campbellford enter Hastings County.



The rationale and financial implications of these changes are detailed in the proposal which you will receive. The Government is aware that some county councils would become substantially larger and a few municipalities would experience tax increases as a result of these proposals. We are prepared to discuss with all of you the ways in which these effects can be offset. We have studied the problems involved and are convinced we can resolve them to the satisfaction of all of us. I will be in touch with each of the municipalities to set up a series of meetings to iron out these problems early in the new year.

Before leaving this aspect of the proposal, I want to make it quite clear that these changes in Simcoe, Peterborough, Victoria and Hastings are not equivalent to local government reform. In the future, as we prepare our map of local government outlined in Design for Development Phase III, we shall examine these areas more thoroughly and make more substantial proposals.

Returning now to the Region to the East of Metro, I will briefly outline lower-tier arrangements, division of functions and related matters.



Lower-tier or Area Municipalities

We are proposing a two-tier region with consolidation among the local municipalities. There would be nine area municipalities instead of the present 22. The nine are:

- (1) Ajax, Pickering Village and that part of Pickering Township south of the 7th concession and not included in the airport and community sites, and excluding the West Rouge area. Population: 35,600.
- (2) The present Town of Whitby. Population: 23,700.
- (3) The City of Oshawa, the Township of East Whitby and the western 10 lots of Darlington Township. Population: 98,100.
- (4) Clarke, Bowmanville, Newcastle, the southern two concessions of Manvers and all of Darlington except the western 10 lots. Population: 22,300.
- (5) Port Hope, Cobourg, Hope and all but the northernmost concession of Hamilton. Population: 28,800.
- (6) Alnwick, Haldimand and the northernmost concession of Hamilton. Population: 4,400.
- (7) Uxbridge Township, the Town of Uxbridge and that part of Pickering Township north of the 7th concession and not included in the airport site, and excluding the extreme south-west corner of Uxbridge Township which would become part of Whitchurch-Stouffville. Population: 7,600.



(8) Reach, Port Perry, Scugog and Cartwright. Population: 9,300.

(9) This is the site for the airport and new community.

While the precise boundaries have not yet been determined, that area which is to be purchased by the Province and the Federal Government would be established as a separate area in the region. This includes the north-east corner of Scarborough, the eastern two concessions of Markham and a small area in Whitchurch-Stouffville.

The Government is not, at this time, proposing an internal structure for area number 9. A proposal for this area will be forthcoming in the near future which will outline the role it is to play in the region.

As with the external boundaries, I will not go into detail explaining our rationale for these area municipalities. This is contained in the proposal itself.

#### Division of Functions

Having outlined our boundary proposals, I turn now to the division of functions. The region we are proposing must be a powerful body, capable of preparing and implementing





a regional plan of economic and social significance. Thus, the region will have responsibility for planning and providing such major services as water, sewers, waste disposal, regional roads, regional parks, police and social services. The area municipalities, on the other hand, must be able to meet immediate demands, and articulate the needs, of smaller areas. They are vitally important in ensuring that Government does not become remote. In addition to this role, they will provide such services as zoning, local parks, fire protection, garbage collection, local roads and tax collection.

### Representation

The Government wants to adhere as closely as possible to representation by population. By the system of representation that we are proposing, each regional councillor would represent an average of 7,120 people. In the rural areas, there would be a slightly higher level of representation because of the sparse population. The representation of each area municipality on the regional council would be:

Municipality #1 would have four regional representatives.

Municipality #2 would have three regional representatives.

Municipality #3 would have eleven regional representatives.

Municipality #4 would have three regional representatives.



Municipality #5 would have four regional representatives.  
Municipality #6 would have one regional representative.  
Municipality #7 would have one regional representative.  
Municipality #8 would have two regional representatives.

In each case, the head of the local council would be one of those representatives.

The participation of municipality number 9 will be outlined in the later proposal to which I have referred.

The total number of regional councillors would be 29 plus the chairman, who for the first term would be appointed by the Province, and thereafter selected by the regional council.

The representatives to regional council would be elected from the electorate of each area municipality, either by ward, or at large. In order to ensure a high degree of co-ordination between the two levels of government, all regional councillors would be fully participating members of their local councils. From experience in other regions, we believe that decisions made by local councils have a very important effect on regional council and vice-versa. We therefore feel strongly that the local council be composed as far as possible of people who also serve on the regional council.



To accomplish this it should be stipulated that anyone who wishes to sit on the regional council must indicate prior to the election that he is seeking a seat on the regional council. Upon assuming one of the regional seats available to his municipality, he will automatically become a member of the local council. Under this system where there are two categories of candidates - those running for regional council and those running specifically for local council - the electorate is provided with an opportunity to become familiar with both regional and local issues. The remaining local council seats will be filled according to the established practices of each municipality.

Each municipality would have a council consisting of a head of council, who ex officio becomes a member of regional council, plus a number of strictly local councillors and that number of regional councillors to which it is entitled.

In the case of municipality number one, the local council would consist of one strictly local councillor and three regional councillors.

Municipality number 2 would have two councillors elected as local councillors only and two elected to the region.



Municipality number 3 would have no strictly local councillors and ten regional councillors.

Municipality number 4 would have two strictly local councillors and two councillors elected to the region.

Municipality number 5 would have one strictly local councillor and three elected to the region.

Municipalities number 6 and 7 would each have four strictly local councillors.

Municipality number 8 would have three strictly local councillors and one elected to the region.

This, ladies and gentlemen, is a brief outline of our proposals. I believe Mr. MacNaughton has a few words about the financial implications of this proposal.





PROVINCIAL ASSISTANCE FOR THE PROPOSED REGION

by the Honourable Charles S. MacNaughton

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Before concluding this presentation, I want to touch very briefly on some of the financial aspects of this proposal. There is a leaflet available which explains how the financing of regional governments in general operate. I would suggest that you pick one of these up on your way out.

I recommend that a committee or committees be formed to examine some of the financial implications of this proposal. The committees would consist of the treasurers or clerk-treasurers of each existing municipality and some of our finance staff and possibly some of our municipal organization people. The reports of these committees would be made available to local representatives and would provide guidelines for the financial arrangements. Provincial computer facilities will be made available to these committees to aid them in their tasks. We suggest that the committees continue to meet until the region is operational, in order that they can cope with problems as they arise.



### Provincial Grants

Under the Regional Municipal Grants Act, an annual, ongoing grant is provided to regional municipalities. It replaces the present unconditional per capita grant. The regional grant is comprised of a basic \$8.00 per capita, plus \$3.25 per capita where a regional police force is established, plus a further amount related to the density of population. The 1972 unconditional grant to the area we are reforming amounted to about \$1.8 million and the regional municipal grant would be about double that. The Province would thus contribute an additional \$1.8 million in unconditional financial assistance.

### Special Provincial Assistance

In 1971, an amendment to the Regional Municipal Grants Act was passed, empowering the Province to provide transitional financial assistance to regional and area municipalities. A system of transitional adjustments has been used to phase in increased and decreased tax burdens (both within and between area municipalities) which have been caused by the restructuring. The adjustments also allow a period for generally-rated services to be equalized and rationalized.



Certain problems may arise which would require further financial assistance. The Province may consider some extra payments if the circumstances require them.

The Province traditionally has paid certain initial costs of establishing the regions. This has covered such items as the chairman's salary and allowance for his first term of office, the cost of the first series of elections and assistance towards management and other studies of the region.

Staff assistance has been made available from my Ministry for the initial period to help with the changeover. The Ministry also provides the chairman for each committee of arbitrators, which is created where an existing municipality, is divided between two or more new municipalities, and is responsible for recommending an appropriate division of assets and liabilities.

#### Other Grants

No major changes in the level of other grants are anticipated at this stage but provision will be made to preserve the existing grant levels as a minimum.

#### Capital Borrowing

Capital borrowing will be the exclusive function of the regional council. By acting as the borrowing agent



for all area municipal purposes as well as for regional purposes, the region can co-ordinate borrowing practices and probably obtain preferential rates on the market.

### Levies

The region will appropriate its costs to each area municipality on the basis of equalized assessment. The region will then reduce the levy on each area municipality by its share of the regional municipal grant.

In a similar way, each area municipality will apportion its net costs (plus its share of regional costs) to each merged area, also on the basis of equalized assessment.

### Assessment

In all probability, province-wide re-assessment will not have been completed before regional government in this area has been introduced. It will therefore be necessary to equalize assessment for apportionment purposes so that each area municipality and merged area bears an equitable proportion of regional and local costs.

### Financial Effects on Existing Counties

When the committees mentioned previously have conducted their studies, it will be possible to forecast





accurately the financial impacts of merging municipalities not included in the region on the counties they are entering.

The Province will ensure that no undue financial burden is placed upon either the municipalities already in these counties or the municipalities which are entering them. It may be necessary to use a transitional scheme similar to that used within the region itself.

#### Existing Assets and Liabilities

Provision will be made in the act establishing the region for the preservation of existing surpluses. Any surplus (including a reserve) will accrue to the benefit of the existing taxpayers. Any deficit will become a charge on the taxpayers who have enjoyed the underlevy. Thus, a municipality will receive no benefit by depleting its surpluses in the year before regional government comes into effect.

Assets, which become regional in the first year of operation, vest in the regional corporation together with any outstanding debt associated with the assets. Therefore, no payment will be made for transfer of assets. The policy has been used for all regions created since Metropolitan Toronto.



### Special Area Rates

The area municipalities will continue to have the power to create special area rates. In other regions, the act has given the region the option of charging for certain regional services over part of the area (for such services as water and sewers). This practice would be continued here.

### CONCLUSION

For the reasons I outlined earlier, the Ontario Government is continuing its program of municipal reform. Early in the new year proposals will be made for certain areas west of Metropolitan Toronto. With this region and those in the west, over 65% of Ontario's population will be served by a reformed system of local government. I am confident, as are my colleagues in Cabinet, that we are travelling in the right direction.

I have spoken to you at some length, but I know of no way to convey the essence of our plans to you briefly. I urge you to obtain a copy of the proposal and accompanying literature as you leave and to read it very carefully.

In order that you may have full opportunity to consider these recommendations, I will accept written submissions from any interested party until the last day of February in 1973. During that period, as I mentioned



earlier, Mr. Irvine and any of our staff who are needed will be meeting with all municipalities in the area to discuss their concerns and any questions they may have about the proposal.

This will be your regional municipality and only you can make it work. In the coming weeks we will expect to receive your response and your constructive criticism. I believe the most appropriate procedure now is for you to take our proposals away with you tonight - read them carefully and then let us have your considered opinion. In the weeks ahead we will sit down with the various councils involved and discuss these important changes with you. We want the views of every interested party before we go about the business of preparing the necessary legislation.

This coming year will be an exciting and challenging one for all of us. If we work together, the next new year can bring a dynamic new municipal system that will provide you with the kind of local government you need to chart your future.

I conclude with my sincere wishes for a Happy Christmas season and a full and rewarding New Year.



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REGIONAL GOVERNMENT - SOME FINANCIAL ASPECTS



The purpose of these notes is to help you to understand the financial aspects of regional government.

Some of the general questions which are frequently asked are answered here; if you have any further questions, some telephone numbers have been included at the end of these brief notes.

The committees which the Minister has suggested be set up to evaluate the financial impact of the proposals will be meeting on a regular basis until the region is implemented. This will enable any specific local aspects to be fully discussed and, if necessary, brought to the attention of the Minister.

I Cost Sharing, Levies and Mill Rates

Q. How are the costs of regional services apportioned to the area municipalities?

A. The net costs (after Provincial subsidies but before application of the Regional Municipal Grant) are apportioned to each area municipality in the proportion that its weighted, equalized assessment (W.E.A.) bears to the W.E.A. of the whole Region.

i.e.  $\frac{\text{Area municipality WEA}}{\text{Total Regional WEA}} \times \text{Net Regional Costs}$

= Area municipality's share of Net Regional Costs

Q. How is W.E.A. calculated?

A. It is the sum of (85% x local residential and farm assessment) +  
(100% x local commercial and industrial assessment) x  $\frac{100}{\text{Equalization Factor}}$



The local assessment includes an assessment equivalent for payments in lieu of taxes, university taxation and parks assistance.

Only 85% of local residential and farm assessment is included in the apportionment because the residential and farm mill rate is fixed at 85% of the commercial and industrial mill rate (see below for calculation of mill rates).

Q. How does each area municipality recover its costs?

A. Under the Regional legislation the net costs of the new area municipality (which consists of two or more "merged areas") together with its share of the net Regional levy, are apportioned to the "merged areas" on the basis of their W.E.A. (but excluding assessment equivalents for payments in lieu etc.). This will continue until province-wide reassessment at market value is implemented.

Q. Is there any appeal against the apportionment?

A. An area municipality may appeal its assessment to the Ontario Municipal Board within 30 days. There is no appeal against the merged area assessment.

Q. Will area municipalities be informed about the weighted equalized assessment before it is used for apportionment?

A. Yes, representatives of the Ministries of Revenue and Treasury, Economics and Intergovernmental Affairs will be available to give full cooperation and advice to both the existing and new area municipalities.

Q. How are mill rates calculated?

A. The Regional Municipal Grants Act outlines the procedure:

$$\frac{\text{Net area municipality costs} + \text{share of regional levy}}{(85\% \text{ Local Res. \& Farm Assessment}) + (100\% \text{ Local Com. \& Ind. Assessment})} \times 1,000$$

= Commercial and Industrial Mill Rate.

Residential and Farm Mill Rate = 85% x Com. and Ind. Mill Rate.

This is subject to items (1), (3), (4) and (5) in the following answer.

- Q. Will there be different mill rates for parts of the new area municipalities?
- A. Yes, initially, for all or some of the following reasons -
- (1) different levels of local assessment, relative to market value, in the merged areas which comprise the new area municipalities,
  - (2) school mill rates, which continue to be levied on the basis of former local municipalities and school areas,
  - (3) urban service areas,
  - (4) special area rates,
  - (5) transitional adjustments (see section III).

## II Provincial Subsidies

- Q. What additional subsidies will become available? How are they calculated? To whom are they paid?

- A. The Regional Municipal Grant replaces the Municipal Unconditional Grant, and the former is more generous.

A basic amount of \$8 per capita is payable, plus \$3.25 per capita for regional police, and a further per capita sum varying between \$5 and NIL, in \$1 steps, depending on the density of settlement (households per acre) of each area municipality - the more sparse the area the greater is the density element.

The grant is paid to the Region, which deducts the appropriate amount from each area municipality's share of net Regional costs. In essence, the benefit flows directly to the area municipality.

Q. Are road subsidies reduced when local municipalities with differing subsidy rates are merged?

A. No, they are protected under The Municipal Subsidies Adjustment Act.

Q. Will the Province assist with the initial organization expenses of the new Region?

A. Yes. The Province will pay the salary and expenses of the chairman for his first term, and the cost of the first election, salaries of regional staff from the date of appointment until the following January 1, and a contribution is also made towards certain other initial expenses of the Region.

In addition, Provincial staff will be available to assist the Region and area municipalities in every way they can. This includes designing administrative and accounting systems, highway, sewage and water studies, and fire protection studies.

### III Transitional Adjustments

Q. Will steps be taken to prevent sudden shifts in tax burden due to regional government?

A. Yes. In other regions, a scheme of transitional adjustments has been introduced for phasing in any increases or decreases in tax levies over a 5-year period.

Transitional adjustments are a highly flexible mechanism to help reduce the impact of tax increases (and decreases) caused by changes in the basis of cost sharing. They are not designed to compensate for increased local spending, nor are they a permanent feature of the regional system.

In certain circumstances, the Province can make payments to minimize changes in the incidence of local taxation and to promote the development of services on a regional basis. Like transitional adjustments, these payments are phased-out over 5 years.

#### IV Assets and Liabilities

Q. What happens to a municipality's surplus (or deficit) at the end of the year before regional restructure is introduced?

A. The legislation protects any surplus for the benefit of the taxpayers who created it, and similarly requires taxpayers responsible for any deficit to meet that deficit, over a period of up to 5 years, if necessary.

So there is no advantage to the taxpayers of an existing municipality in reducing the surplus prior to regional government.

Q. What happens to reserves and reserve funds?

A. Reserves are earmarked for the benefit of the taxpayers who created them, that is, they are treated in the same manner as surpluses.

Reserve funds are to be used for the purpose set out in the by-law creating them. In general, where a reserve fund was set up specifically for a service which becomes solely a regional responsibility, then the reserve fund will also become regional. Otherwise, the reserve fund remains as an area municipality responsibility.

Q. What happens to the assets and liabilities of the County?

A. They vest in the Regional Corporation.

- Q. Will the cities make any contribution towards matching the County surplus?
- A. Yes, the legislation will provide for this. The cities will not be expected to contribute towards making good any County deficit.
- Q. When services are transferred from local municipalities to the Region, will the municipalities receive any compensation for the assets which are transferred?
- A. No, but the Region will assume any outstanding debt on the assets transferred.
- Q. When an existing municipality is divided between two or more new area municipalities, who determines the disposition of assets and liabilities?
- A. The Minister appoints committees of arbitrators consisting of treasurers and clerk treasurers of the affected municipalities which recommend how the assets and liabilities should be divided. These recommendations may be appealed to the O.M.B. in the event of a dispute. From our experience in other restructured areas, it has not been necessary to utilize the O.M.B. appeal provision.
- Q. Will there be a provision in the Act which prevents an existing municipality disposing of its assets prior to the restructure?
- A. Yes, this has been a standard provision.

#### Borrowing

- Q. Can an area municipality issue debentures after January 1st \_\_\_\_?

- A. No, only the Region can issue debentures after that date; both for its own purposes and for the purposes of the area municipalities.
- Q. Can an area municipality borrow temporarily pending the issue of debentures on its behalf by the Region?
- A. Yes, either the area municipality can continue to do this or the Region does it at the request of the area municipality.
- Q. Can both the Region and the area municipality borrow for their current purposes until tax levies are received?
- A. Yes, the area municipality still has the power under The Municipal Act and the Region is given the power in the Regional Act.

VI Other

- Q. Does the area municipality have any control over the level of spending by the Regional Council?
- A. Yes. Every area municipality is represented on the Regional Council, and their representatives have a direct influence on the Regional Council's policies and priorities.
- Q. Whom do I contact at the Province regarding regional government?
- A. Mr. D. R. Irvine, Parliamentary Assistant to the Treasurer of Ontario, is handling the restructure in the Ontario/Northumberland and Durham area, his telephone number is 416-965-6901. Staff of the Ministry are also available

(1) for matters concerning the restructure, boundaries,

representation, progress, brief etc. - Municipal  
Organization Branch, 416-965-6934,

- (2) for financial aspects concerning the restructure,  
Municipal Fiscal Development Branch, 416-965-1055.

December 1972  
Municipal Fiscal Development Branch  
Ministry of Treasury, Economics and  
Intergovernmental Affairs





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